

ACDP – 033

**Developing a Strategy for Quality
Pre-Primary Education for All and
Parenting Education for ECCE
(43273-012)**

**ECCE Policy Options and Road Map for a
Phased Approach to a One-year Pre-
Primary Education for All Program**

May 2017

Prepared by

Australian Council for Educational Research (ACER)

for

**The Education Sector Analytical and Capacity Development Partnership
(ACDP)**

TA-7554 INO: Analytical and Capacity Development Partnership - ACDP 033 - Developing Strategy for Quality Pre-Primary Education for All and Parenting Education for ECCE (43273-012) Contract number: 131101-S52932

Education Sector Analytical and Capacity Development Partnership (ACDP)
Agency for Research and Development (BALITBANG), Ministry of Education and Culture
Building E, 19th Floor
Jl. Jend. Sudirman, Senayan, Jakarta 10270
Tel. +62 21 5785 1100, Fax: +62 21 5785 1101
Website: www.acdp-indonesia.org
Secretariat email: secretariat@acdp-indonesia.org

The Government of Indonesia (represented by the Ministry of Education and Culture, the Ministry of Religious Affairs, and the Ministry of National Development Planning/ *BAPPENAS*), the Government of Australia, through Australian Aid, the European Union (EU) and the Asian Development Bank (ADB) have established the Education Sector Analytical and Capacity Development Partnership (ACDP). ACDP is a facility to promote policy dialogue and facilitate institutional and organisational reform to underpin policy implementation and to help reduce disparities in education performance. The facility is an integral part of the Education Sector Support Program (ESSP). EU's support to the ESSP also includes a sector budget support along with a Minimum Service Standards capacity development program. Australia's support is through Australia's Education Partnership with Indonesia. This report has been prepared with grant support provided by Australian Aid and the EU through ACDP.

The institution responsible for the management of this project is the Australian Council for Educational Research (ACER).

Dr. David Harding, ACDP's Team Leader and Lead Advisor for Education Research and Knowledge Management is Lead Advisor for the study, which is also supported by **Dr. Isabella Tirtowaluyo** as ACDP's Education Specialist.

The expert team is comprised of:

International staff

| | |
|----------------------|--|
| Dr. Sheldon Shaeffer | Team Leader, Early Childhood Care and Education Specialist |
| Dr. Dan Cloney | Project Director, Research and Policy Analyst |

National staff

| | |
|-----------------------------|---|
| Dr. Gutama | Early Childhood Care and Education Policy Specialist |
| Drs. Burhanuddin, M.Ed. | Parenting Education Specialist |
| Dr. Nurlaila Nuzulul Qurany | Early Childhood Care and Education Practice Specialist |
| Dra. Widarmi Wijana, M.M. | Early Childhood Care and Education Practice Specialist (National Support) |
| dr. Trevino Pakasi, Ph.D. | Children's Health and Nutrition Expert |
| Dr. Edy Priyono | Costs and Financing Specialist |
| Lani Ganda | Indonesian National Coordinator |

The expert team thanks the staff at General Directorate of Early Childhood Education and Community Education and Directorate of Early Childhood Education Development, especially Ir. Harris Iskandar, Ph.D as Director General, Directorate General of Early Childhood Education and Community Education and Ella Yulaelawati, M.A., Ph. D. as Director, Directorate of Early Childhood Education Development for being collaborative in this project. Most of all, we express our gratitude

to ACER Indonesia for managing and organising all activities for this project. In particular, we appreciate the exceptional and meticulous support provided by Miranti Puti Aisyah and Ayu Rachma Permata Sari. The team also thanks the hundreds of study participants, workshop attendees, and other stakeholders who provided input, without whom the research program could not have been conducted.

The views expressed in this publication are the sole responsibility of the authors and do not necessarily represent the views of the Government of Indonesia, the Government of Australia, the European Union or the Asian Development Bank.

Acronyms

| Acronym | Full term | Translation |
|---------------------------|---|---|
| ACDP | Analytical and Capacity Development Partnership | Analisis dan Pengembangan Kapasitas Kemitraan |
| ACER | Australian Council for Educational Research | |
| ADB | Asian Development Bank | Bank Pembangunan Asia |
| AKB | Anak Berkebutuhan Khusus | Children with disabilities |
| ANAK TOKCER | Anak Tumbuh Optimal Berkualitas dan Cerdas | Growing, Optimal, Qualified and Intelligent Children |
| ANC | Antenatal Care | Perawatan antenatal |
| APBD | Anggaran Pendapatan Belanja Daerah | Local Government Budget |
| BAPPEDA | Badan Perencanaan Pembangunan Daerah | Local Development Planning Board |
| BALITBANG | Badan Penelitian dan Pengembangan | Agency for Research and Development |
| BAPPENAS | Badan Perencanaan Pembangunan Nasional | National Development Planning Board |
| BIAS | Bulan Imunisasi Anak Sekolah | Certain month of Immunisation of School Children |
| BKB | Bina Keluarga Balita | Parents Education Program |
| BKKBN | Badan Kependudukan dan Keluarga Berencana Nasional | National Population and Family Planning Board). |
| BOP | Bantuan Operasional PAUD | Education Operational Assistance |
| BP-PAUD dan Dikmas | Balai Pengembangan Pendidikan Anak Usia Dini dan Pendidikan Masyarakat | Regional Development Centre for Early Childhood Education and Community Education |
| BPKB | Balai Pengembangan Kegiatan Belajar | Office for Development of Learning Center |
| BPPKB | Balai Pengembangan Perempuan dan Keluarga Berencana | Regional Development Centre for Women and Family Planning |
| BPPLS | Balai Pengembangan Pendidikan Luar Sekolah | Office for Development of Outside-of-School Education |
| BPS | Badan Pusat Statistik | Central Bureau of Statistics |
| Buku KIA | Buku Kesehatan Ibu dan Anak (buku pink) | Center for Integrated PAUD Growth and Development Nurturing Service Program Mother and Children health book (pink book) |
| calistung | Baca, tulis, hitung | Reading, writing, and arithmetic (3Rs) |
| DDTK | Deteksi Dini Tumbuh Kembang Anak | Early Detection of Child Growth |
| Dikmas | Pendidikan Masyarakat | Community Education |
| Dit. PGTK PAUD dan DIKMAS | Direktorat Pembinaan Guru dan Tenaga Kependidikan Pendidikan Anak Usia Dini dan Pendidikan Masyarakat | Directorate of Teachers and Education Personnel for Early Childhood Education and Community Education |
| Dit.PPAUD | Direktorat Pembinaan Pendidikan Anak Usia Dini | Directorate of Early Childhood Education |
| Ditjen PAUD dan Dikmas | Direktorat Jenderal Pendidikan Anak Usia Dini dan Pendidikan Masyarakat | General Directorate of Early Childhood Education and Community Education |
| DHO | District Health Office | Pusat Kesehatan Masyarakat (Puskesmas) |
| DPRD | Dewan Perwakilan Rakyat Daerah | Regional legislature |
| ECCE | Early childhood care and education | Perawatan dan Pendidikan Anak Usia Dini |
| ECD | Early childhood development | Pengembangan Anak Usia Dini |
| ESSP | Education Sector Support Program | Sektor Pendidikan yang mendukung program |

| Acronym | Full term | Translation |
|--------------------|--|---|
| EU | European Union | Uni Eropa |
| FDS | Family Development Session | Sesi Pengembangan Keluarga |
| FGD | Focus group discussions | Diskusi Kelompok Terpumpun |
| GOPTKI | Gabungan Organisasi Penyelenggara Taman Kanak Kanak Indonesia | Coordination of Kindergarten Organizer |
| HIMPAUDI | Himpunan Pendidik dan Tenaga Kependidikan Anak Usia Dini Indonesia | Indonesian Association of Teachers and Personnel of Early Childhood Education |
| IGTKI | Ikatan Guru Taman Kanak Kanak Indonesia | Indonesian Association of Kindergarten Teachers |
| KIA | Kesehatan Ibu dan Anak | Mother and Child Health |
| KIE | Komunikasi, Informasi dan Edukasi | communication, information and education |
| KKA | Kartu Kembang Anak | Growth and Development of the Child |
| KB | Kelompok Bermain | Play Group |
| KMS | Kartu Menuju Sehat | Health card |
| MI | Madrasah Ibtidaiyah | Muslim Elementary School |
| MoEC | Ministry of Education and Culture | Kementerian Pendidikan dan Kebudayaan or Kemdikbud |
| MOU | Memorandum of Understanding | Perjanjian Kerjasama |
| MSS | Minimum Service Standards | Standar Pelayanan Minimal |
| MURI | Museum Rekor Indonesia | Indonesian Records Museum |
| RPJMD | Rencana Pembangunan Jangka Menengah Daerah | Medium Term Development Plan |
| NGO | Non government organisation | Organisasi Non Pemerintah |
| NSPC | Norms, Standards, Procedures, Criteria | Norma, Standar, Prosedur dan Kriteria |
| NTT | Nusa Tenggara Timur | East Nusa Tenggara |
| PAUD | Pendidikan Anak Usia Dini | Early childhood education |
| PAUD HI | Pengembangan Anak Usia Dini Holistik Integratif | Holistic, Integrative Early Childhood Development |
| Perbup | Peraturan Bupati | Regent's regulation |
| Pergub | Peraturan Gubernur | Governor's regulation |
| Permen | Peraturan Menteri | Ministerial regulation |
| Perpres | Peraturan Presiden | Presidential regulation |
| PG PAUD | Pendidikan Guru Pendidikan Anak Usia Dini | Early Childhood Education Teacher School |
| PKG | Pusat Kegiatan Gugus | Center for Cluster Activities |
| PKK | Pemberdayaan dan Kesejahteraan Keluarga | Women's Organization for Family Welfare and Empowerment |
| PLS | Pendidikan Luar Sekolah | Outside-of-School Education |
| PNF | Pendidikan Non Formal | Non formal education |
| PNFI | Pendidikan Non Formal dan Informal | Non Formal and Informal Education |
| PNPM-GSC | Program Nasional Pemberdayaan Masyarakat-Generasi Sehat dan Cerdas | National Community Empowerment Program - Healthy and Smart Generation |
| Posyandu | Pos Pelayanan Terpadu | Integrated Health Post |
| PP-PAUD dan Dikmas | Pusat Pengembangan Pendidikan Anak Usia Dini dan Pendidikan Masyarakat | National Development Centre for Early Childhood Education and Community Education |
| PTK | Pendidik dan Tenaga Kependidikan | Educators and Education Personnel |

| Acronym | Full term | Translation |
|----------------|--|--|
| Puskesmas | Pusat Kesehatan Masyarakat | Community Health Service |
| RPPH | Rencana Pelaksanaan Pembelajaran Harian | Daily Lesson Plan |
| RPPM | Rencana Pelaksanaan Pembelajaran Mingguan | Weekly Lesson Plan |
| SD | Sekolah Dasar | Primary School |
| SKB | Sanggar Kegiatan Belajar | Learning Activities Centre |
| SMP | Sekolah Menengah Pertama | Secondary School |
| SPS | Satuan PAUD Sejenis | Equivalent or other ECCE program |
| STPPA | Standar Tingkat Pencapaian Perkembangan Anak | Standards for Levels of Children's Developmental Achievement |
| TAS | Taman Anak Sejahtera | Child Welfare Centres (of the Ministry of Social Affairs) |
| TK | Taman Kanak-kanak | Kindergarten |
| TPA | Taman Penitipan Anak | Day care centre |
| UKS program | Program Unit Kesehatan Sekolah | School Health Unit Program |
| UNICEF | United Nations Children's Fund | |
| UPT | Unit Pelaksana Teknis | Technical Implementation Unit |
| UPTD | Unit Pelaksana Teknis Daerah | Regional Technical Implementation Unit |

Glossary

| Term | Definition |
|---|--|
| BKB | Bina Keluarga Balita (Parent Education Program): Home/cluster-based visit for parents who have children under five: two hour visit once a week. |
| Bunda PAUD | Mother of Early Childhood Education. Mothers of National ECCE have been confirmed by the Minister of Education and Culture in 2011 in order to support the national movement for PAUD. Mothers of ECCE programs are present at national, provincial, district, sub-district, and village levels. |
| Bupati | (Regent) In the context of regional autonomy in Indonesia, the Bupati or Regent is the head of a district or regency. A regent is equal to a mayor, who is the head of a town/city. The regent has the authority to lead district implementation of government policies which are carried out through his role as the Regent of the House of District Representatives. The regent is elected directly by the local people of the regency for a term of five years and is a political position (because he/she is nominated by a political party), and not a civil servant. |
| Kabupaten | A regency (Indonesian: kabupaten) is headed by a regent, known as a bupati, while a city is headed by a mayor (walikota). In Indonesia, both regencies and cities are at the same administration level, each having its own local government and legislative body. The difference between a regency and a city lies in demography, size and economy. Generally, a regency comprises comprised of a rural area larger than a city. A city usually has non-agricultural economic activities. |
| Kepala Desa | The Head of a village, which is a sub-unit of a sub-district, is the leader of the village government. The length of duty of the Head is six years and can be extended for another term. The Head is not responsible to the head of the sub-district but is expected to coordinate with this Head. The Kepala Desa position is sometimes confused with "lurah" (the Head of a village working under the local government as a civil servant). "Lurah" is a civil servant responsible to the head of the sub-district while "Kepala Desa" is directly elected by the people in a village election and can be occupied by anyone who meets the requirements. |
| Musrenbang Musyawarah Perencanaan Pembangunan | The Development Planning Forum is essentially an embodiment of bottom-up planning. Musreimbang takes place at the village, sub-district, district/city, provincial, central, and national levels. Musrenbangdes or the Musrenbang for village (Village Development Planning Forum) is a bottom-up planning mechanism to plan village development. The Musrenbangdes is attended by all the perangkat desa (village officers, including the heads of village) and representative of the community. The sub-district Musrenbang is attended by all sub-district officers (including the heads of sub district) and community representatives. The district/city Musrenbang is attended by all the regents/ mayors and government officers/agencies and representatives of the community. The central Musrenbang is attended by all ministries/institutions while the national Musrenbang is attended by central, provincial and district government officials. |

| | |
|-------------------|---|
| PAUD | Pendidikan Anak Usia Dini (Early Childhood Education - ECCE), is the acronym used in Indonesia for the entire range of services provided to children aged 0-6 and their parents. ECCE is mandated by Law Number 20, 2003, which states that education begins from birth. ECCE can be organised through formal, non-formal and informal education. ECCE in the form of formal education should be in kindergartens (TK), raudhatul athfal (RA), or other equivalent forms. ECCE in the form of non-formal education should be in Taman Penitipan Anak (TPA) or day care centres, Kelompok Bermain (KB) or playgroups, and Satuan PAUD Sejenis or other more specialised PAUD units. All are coordinated by the Ministry of Education and Culture. |
| PKK | Pemberdayaan dan Kesejahteraan Keluarga (Women's Organization for Family Welfare Empowerment) has four working groups or 'Pokja' concerned with a family's awareness of the values and implementation of Pancasila (which is the Indonesian state philosophy and ideology) and of the importance of gotong royong (or helping one another); with the improvement of family education and skills; with the organisation of basic needs (food, clothing, housing); and with the management of health, environmental sustainability, and family planning programs. |
| KB | Kelompok Bermain (Playgroup). Based on the national standards for ECCE, the playgroup covers children age 2-4 and age 4-6 (if needed). Playgroups for children aged 2-4 years provide a service at least two days per week for three hours a day, and playgroups for children 4-6 years, at least five days per week for three hours per day. |
| Posyandu | Pos Pelayanan Terpadu (Integrated Health Post) is found at the village level. The posyandu is a community based health service with five priority programs -- maternal and child health, family planning, nutrition, immunisation, and diarrhoea control. The posyandu belongs to the community and is run by at least five Posyandu cadres acting as volunteers. These cadres are community members, mostly women who have usually attained a sixth- grade level of education and are recruited through a community mechanism to work voluntarily or for minimum incentives. |
| Puskesmas | Pusat Kesehatan Masyarakat (Community Based Health Service) is found at the sub-district level under the Ministry of Health. |
| Tim Penggerak PKK | PKK Activator Team, usually chaired by the wife of the District Head or Mayor |
| TPA | Taman Penitipan Anak (Day Care Centre) is a part of non-formal ECCE (all PAUD services are considered non-formal except the Kindergarten) under the Ministry of Education and Culture and provides services for children aged 0-6 for a minimum of three hours per day, five days a week. |
| UPTD | Unit Pelaksana Teknis Daerah (Regional Technical Implementation Unit) is the local government implementation unit of a province and regency/city. The provincial government and regency/city have a local/regional office which serves as an implementation office with duties as applicable to a decentralised authority. The provincial/regional office is led by a head under the Governor and is responsible to the Governor through the Provincial Local/Regional Secretary. To implement provincial authority in regencies/cities, a Provincial Regional Technical Implementation Unit (UPTD) can be formed as needed to cover working areas of one or more regency/city. The UPTD is part of the Provincial Local/Regional Office while the Local/Regional Office is led by a head under the Regent/Mayor who is also responsible to the Regent/Mayor through the Local Secretary. In the local/regional office, a UPTD can be formed to implement official duties in working areas including one or more sub-districts. |

Contents

| | |
|---|----|
| Acronyms..... | 5 |
| Glossary..... | 9 |
| List of Figures..... | 12 |
| List of Tables..... | 12 |
| Executive Summary | 13 |
| PAUD Policies..... | 14 |
| Access, participation, and equity..... | 15 |
| Quality: inputs, processes, and outcomes..... | 16 |
| Parenting Education..... | 17 |
| Financing..... | 18 |
| A Roadmap towards Universal Pre-primary Education of Quality by 2030..... | 19 |
| 1. Introduction..... | 23 |
| 1.1. Purpose and Objectives..... | 23 |
| 1.2. Methodology..... | 25 |
| 1.3. Limitations..... | 26 |
| 2. PAUD Policies: Regulatory/Legal Status, Services, and Implementation Procedures..... | 29 |
| 2.1. What is currently meant to be..... | 29 |
| 2.2. What is currently occurring in the field: Findings from the study..... | 34 |
| 2.3. Option/recommendations to improve PAUD policies..... | 40 |
| 3. Access and Participation: Who is enrolled in PAUD and who is not..... | 45 |
| 3.1. What is currently meant to be..... | 45 |
| 3.2. Current status: Findings from the study..... | 46 |
| 3.3. Options and recommendations to enhance participation..... | 50 |
| 4. Quality: Inputs, Processes, and Outcomes..... | 51 |
| 4.1. What is currently meant to be..... | 51 |
| 4.2. Current status: Findings from the study..... | 54 |
| 4.3. Options and recommendations to enhance quality..... | 60 |
| 5. Parent/Family Education..... | 63 |
| 5.1. What is currently meant to be..... | 63 |
| 5.2. Current status: findings from the study..... | 65 |
| 5.3. Options and recommendations to increase access to and the quality of parenting education..... | 67 |
| 6. Financing..... | 69 |
| 6.1. What is currently meant to be..... | 69 |
| 6.2. Current status: findings from the study..... | 70 |
| 6.3. Options and Recommendations to rationalise costs of PAUD services and find innovative PAUD financing mechanisms..... | 75 |

| | | |
|------|---|-----|
| 7. | Roadmap towards Universal Pre-primary Education of Quality by 2030..... | 79 |
| 7.1. | Reach Universal Coverage | 80 |
| 7.2. | Unresolved issues..... | 87 |
| 8. | Appendix A: Study Terms of Reference..... | 89 |
| 9. | Appendix B: Supplemental materials | 101 |

List of Figures

| | | |
|-----------|--|----|
| Figure 1. | Roles of PAUD’s Main Actors at National Level..... | 12 |
| Figure 2. | Roles of Main Actors of PAUD at District/City level..... | 36 |
| Figure 3. | Number of ECCE Centers by Type and Year..... | 46 |

List of Tables

| | | |
|----------|--|-----|
| Table 1 | Number of children in PAUD 2016 (excluding RA) | 47 |
| Table 2 | Academic Qualifications of Field Visit Respondents | 55 |
| Table 3 | Opinions concerning adequate quantity of toys/games in PAUD classrooms..... | 57 |
| Table 4 | Opinions concerning adequate quantity of teaching-learning materials..... | 57 |
| Table 5 | Whether the PAUD has ever been supervised by its Yayasan or Operator (pengelola)..... | 59 |
| Table 6 | Whether the PAUD has ever been visited by a supervisor (peniliki or pengawas)..... | 59 |
| Table 7 | Number of Non-Kindergarten PAUD Institutions (KB, TPA or SPS) by Major Funding Sources, 2015 | 72 |
| Table 8 | PAUD Budget by Province in 2013-2017 (IDR billions)..... | 74 |
| Table 9 | Children in Primary School (SD) by age | 79 |
| Table 10 | Number of children enrolled in PAUD—including RA - in 2016 (single year totals estimated)..... | 79 |
| Table 11 | Estimated Participation Rate in PAUD and SD for Children aged 6 and 5-6 (2016)..... | 80 |
| Table 12 | Financial implications of the options to achieve universal PAUD | 83 |
| Table 13 | Estimate of Number of Children Aged 5-6 Years in PAUD and/or SD (2016-2022) | 101 |
| Table 14 | Estimate of Number of Children Aged 5-6 Years Not in PAUD or SD (2016-2022) | 101 |
| Table 15 | Estimate of Additional Number of Children aged 5-6 Years in PAUD (2017-2022)* | 101 |
| Table 16 | Estimate of Number of Additional PAUD units, Teachers and Capacity for Children 5-6 Years (2017-2022)* | 101 |

Executive Summary

More holistic, inclusive and high quality pre-primary education for all is a “public good” in itself. An ever-growing body of research and evaluations in a wide range of fields – neuroscience, economics, health, culture, and education -- is showing that early childhood development (ECD) is the most important developmental phase of a human lifespan. And though the most disadvantaged children experience the most dramatic gains from ECD programmes, they are least likely to be enrolled. But pre-primary education for all is also now a global imperative. As reflected in Sustainable Development Goal (SDG) 4.2, all nations of the world should, by 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education. This goal has two specific indicators, both of which are relevant to this study:

- the participation rate in organized learning (one year before the official primary entry age), by sex
- the percentage of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being

Based on a series of pioneering laws and regulations, Indonesia has already made significant progress towards achieving these targets. The number of essentially private, community-based PAUD centres for early childhood education or PAUD (Pendidikan Anak Usia Dini) has increased dramatically in the last decade to over 193,000 with an enrolment of over 12 million children. But this leaves some 16,000 mostly remote and poor communities without a centre and has led to serious doubts about both the overall quality of these centres and the extent to which they promote the holistic and integrated model of child development now promoted by the government. The Indonesian Ministry of Education and Culture (MoEC) also understands that its national agenda and the above SDG targets cannot be achieved without the active and positive involvement – and therefore education -- of parents (both mothers and fathers), other caregivers, and the community as a whole.

The general purpose of this study is to contribute towards the development of evidence-based policies and strategies for the universal provision of holistic, integrated, affordable, sustainable, well-coordinated, high quality, and equitable PAUD services in Indonesia, particularly for marginalized populations. Its specific objectives include support to the MoEC in two areas:

- the development of a Road Map for a one year “Quality Pre-Primary Education for All” (pre-primary PAUD) programme throughout Indonesia, as proposed by the Directorate of PAUD (in support of the second indicator for SDG 4.2)
- the development of a supporting programme of “Quality Parenting Education” for parents and caregivers of children of 0 to 6 years of age that can provide communities with the necessary knowledge, attitudes, and skills to support children’s growth, protection, and development (in support of the first indicator for SDG 4.2 target).

In the process of fulfilling these objectives, the study has explored the challenges to the ECCE system in Indonesia related to policies, access, quality, parenting education, and costs and financing. The research methodology used in this review was essentially qualitative in nature with an intensive review of the relevant literature; in-depth interviews with a wide range of stakeholders at national, provincial, district, sub-district, and village levels; and the observation of a range of PAUD services.

PAUD Policies

The Government has made various breakthroughs in regulating PAUD through enacting laws, government regulations, ministerial regulations, and operational and technical guidelines. Similarly at the provincial and district/city levels, the regulations on early childhood have been published and implemented. However, these regulations are not fully understood by the general public. Examples are regarding the age for PAUD, PAUD HI, and types of PAUD services. Understanding of the appropriate age of children in PAUD institutions varies. Some think the age for PAUD enrolment is 0-6 years; for others it is 3-6 years. PAUD HI should focus on the development of a child from when it is a fetus to 6 years of age through holistic and integrated services, but this is not yet understood by both the general public and many relevant PAUD partners.

This limited understanding of PAUD and PAUD HI is even found among respondents in the ranks of the Education Offices, especially among those officials/staff who have never had information disseminated to them. Understanding the kinds of services offered by kindergartens (TK), playgroups (KB), child care centers (TPA), and PAUD equivalent institutions (SPS), also vary. Some think that kindergarten is not part of PAUD, and that KB is not allowed to serve children aged 5-6 years because it is not kindergarten. SPS is interpreted as being a PAUD service aside from kindergarten and playgroups. TPA is interpreted as being daycare only where children spend their time after school waiting to be picked up by their parents.

Not all respondents know the PAUD standards and curriculum, and that includes some officials in the Education Office (especially new officials), some Heads of Sub-District Education UPTD, supervisors, and Bunda PAUD in sub-districts and villages. Standards for teachers and facilities are difficult to meet, especially in 3T areas, as are the standards for the preparation of RPPH and RPPM and the scientific approach which are part of the PAUD curriculum and which are still generally considered to be difficult to implement. Similarly, in terms of the accreditation of PAUD, not all the organisers, managers and teachers understand it correctly; there are even Sub-District Education UPTD and supervisors who do not yet understand the accreditation process. The main obstacle faced in applying for PAUD accreditation is the overwhelming demands in terms of administrative documents. In addition to administrative matters, many non-formal PAUDs have not been accredited because they have not been the priority of BAN PAUD and PNF. In addition, there are also organizers and managers of PAUD who do not understand how to get operational licenses for PAUD, and consequently they cannot apply for BOP PAUD.

BP-PAUD and Education Offices, SKB, and supervisors who have responsibilities in the fields of mapping and quality control, have not been able to carry out their functions optimally. The average PAUD services are rarely visited by supervisors due to, among other things, the limited number of supervisors available (the average one doubles up in that role in 2 or 3 sub-districts), and the fact that almost all PAUD supervisors still multi-task as overseers of literacy, equality and courses. Continuity of learning from PAUD and into primary schools (SD) has not been established in almost all locations where the study was conducted.

Some recommended policy options are:

- There is still a need for dissemination of information to clarify the definitions of and relationships between KB and TK.
- With regard to fully accepting PAUD HI as the policy being implemented by the MoEC, a joint circular letter on the implementation of PAUD HI, issued by MoEC and all related ministries/agencies, is required.
- It is necessary to clarify and simplify PAUD registration/legalization and accreditation processes.

- Local PAUD Forums still need supportive policies and financing, and these Forums should support the implementation of PAUD HI (and the PAUD HI Coalition).
- With regard to PAUD coordination issues, there should be (1) a sharper differentiation between the responsibilities of the Technical Directorate and the UPT Center, and among PAUD, SKB, Bunda PAUD, UPTD Sub-District Education Offices, Supervisors and PKG; and (2) a matrix for PAUD coordination at district/city, sub-district and village/neighbourhood level.
- With the lack of cooperation between PAUD and primary schools (SD), it is necessary to have a technical reference concerning PAUD children's readiness to enter schools by introducing a pilot programme for cooperation between TK and KB and the nearest SD.
- With regard to there being multiple interpretations of SPS in the field, there is a need for minimum criteria for (1) SPS to qualify as a PAUD service and for (2) Pos PAUD/Taman Posyandu that meet the qualifications as SPS.
- With regard to there being PAUD institutions that have still not been registered with Dapodik, it is necessary to have a special data collection and mentoring programme for such PAUD institutions.
- The burden of implementing the 8 PAUD standards is still felt to be onerous, particularly in 3T areas. The suggested policies are as follows: (1) implementation of PAUD standards in 3T areas is to be given special treatment; (2) there is a special team assigned to provide PAUD technical assistance in 3T areas; and (3) priority for training is to be given to supervisors, organizers, heads, teachers and PAUD clusters in 3T areas.

Access, participation, and equity

The current estimate of the percentage of children aged 3-6 in a PAUD service, including in the Raudatul Athfal (RA), is over 72%; of those in MoEC PAUD services, 36% are enrolled in TK, 30% in KB, and an additional 33% in the miscellaneous PAUD category of SPS which includes "one roof" PAUD services and Taman Posyandu/Pos PAUD. This likely neglects hundreds of unregistered PAUD whose pupils are not added to the MoEC database. It also ignores the fact that about 10% of the children enrolled in primary school (with an official entry age of 7) are six years old or younger – thus leading to a participation rate of 6-year olds in "education" of 97%. But figures show that some 14,000 children aged 6 years old and 42,000 aged 5-6 were not enrolled in either an SD or a PAUD in 2016. And around 16,000 villages, mostly poor and remote, have no PAUD service, thus forcing more thousands of children to go directly from their homes to primary school and depriving them of the child development and school readiness experiences provided by PAUD. It should be noted, however, that these data are problematic because of sheer inaccuracies, the shifting/unclear definition of PAUD categories, and differences among data sources.

Children likely not enrolled in PAUD include those living in poverty and in remote and disadvantaged regions, with special needs/disabilities, of ethnic/linguistic minorities, lacking proper documentation, and "left behind" by migrant parents. There are several policies – national and local – which intend to facilitate the inclusion of these normally excluded children in PAUD, but these efforts are not enough. Options for increasing enrolment in PAUD towards universal participation by 2030 include:

- Increase the sheer number of PAUD services, especially in 3T regions
- Reduce or eliminate the costs of PAUD to poor families
- More proactively promote the enrolment of children with special needs in PAUD programmes
- Develop models of "small" PAUD services for remote and isolated areas
- Promote the use of mother tongue in PAUD services
- Simplify procedures to ensure that children are "official"

- Implement research into the extent and implications of parental migration, both internal and international, on “left behind” children
- Develop clear standards for the collection and analysis of PAUD-related data

Quality: inputs, processes, and outcomes

High standards of PAUD programmes are required in order to obtain optimal results. PAUD programmes that are holistic and integrative should be held in a conducive, safe, and comfortable environment for children. The government has determined quality standards for PAUD. Therefore, the government has made various breakthroughs, including: (1) enacting regulations through laws, government regulations, and ministerial regulations as well as drawing up operational and technical guidelines; (2) forming BAN PAUD and PNF to measure the feasibility of PAUD programmes and institutions through accreditation; and (3) promoting the achievement of PAUD standards (via the STPPA) to measure the competence, knowledge, and skills of children aged 3 months to 6 years.

With the quality standards having been determined, in the process of achieving them, quality improvement in policies and programmes is necessary. Providing quality PAUD services requires a variety of improvements, such as increasing the quantity and quality of teachers who understand early childhood development. However, good teachers are not the only component needed in order to improve quality of service.. The government and PAUD institutions can improve facilities, create a curriculum in the form of Daily Learning Implementation Plans (RPPH), and equip themselves with locally-relevant tools and learning materials.

Measuring the achievement of children’s learning and development outcomes requires a quality assessment procedure. In order to measure the quality of PAUD institutions, the government has established BAN PAUD and PNF to provide accreditation to them. PAUD institutions that have complied with the 8 National Standards may apply for accreditation. However, it is not easy for PAUD institutions to meet these standards. Various actors must play a role in assisting PAUD institutions, among them, supervisors/inspectors who serve to develop and map the quality of PAUD through clusters (Gugus PAUD) and Cluster Activity Centres (PKG).

PAUD teachers vary in their educational backgrounds, ranging from junior and senior high school graduates, to PGTK and bachelor degree holders (many who are not in early childhood education, and the number of PG PAUD graduates has started to grow. In 2015/2016, 49% of kindergarten teachers were qualified with a bachelor’s degree compared to 24% of non-kindergarten teachers. PAUD teachers who are members of HIMPAUDI and IGTKI can be supported in the achievement of the require qualification through meetings of the PAUD Cluster Activity Centres once a month.

According to the results of field observations, only 35% of non-formal PAUD own their buildings while the rest rent them. Of these buildings, 67% are of good quality, while the rest are less fit for purpose. Between 70% and 90% of PAUD institutions meet the requirements in terms of playgrounds, clean water, hand basins and toilets. The play group institutions generally have not met the minimum size of 3m² per child, have no teachers’ room, no principal’s room and no first aid room (UKS). The typical kindergarten generally has rooms that meet the minimum size of 3m² per child, and there is a teacher room, a principal’s room, and a UKS.

The curriculum is relatively easy to understand. The most difficult things to implement are the Guidelines for the Development of Education Unit Level Curriculum (KTSP) and the implementation of a scientific approach to teaching, especially for new teachers and those who have not received training. The language of instruction in PAUD institutions is Indonesian. Because Indonesia has so many mother tongues, however, almost all PAUD institutions also use these local languages orally.

Early Detection of Child Growth refers to guidelines and monitoring that use a tool developed by the Ministry of Health called the Towards Health Card (KMS). Basically, the young children covered in Posyandu have KMS, but this record of child development is usually not transferred to the PAUD services in which the children later enroll. Most PAUD services have some kind of reporting format - often of their own making -- to assess (daily, monthly, and yearly) their pupil's development according to the STPPA, but these reports also are rarely transmitted to the higher levels of PAUD or to the SD in which they later enroll.

There are still many parents who are unaware of the importance of sending their children to PAUD institutions because they do not understand the importance of early childhood education. If the child is attending school in a PAUD institution, parents demand that they be taught reading, writing and arithmetic (*calistung*) because there are primary schools that require children to have *calistung* skills before entering the school. There is no communication between PAUD teachers and primary school teachers where they discuss each other's curriculum in order to prepare children for the transition period from PAUD to primary school.

Recommendations as to how to improve PAUD quality are as follows:

- **Urgently develop the Minimum Service Standards (Standar Pelayanan Minimum) for PAUD.** The 8 minimum service standards should be adjusted to local conditions and they need to be expanded by incorporating parenting standards. PAUD service standards include a school readiness approach with learning while playing. The requirement that PAUD teachers must hold a bachelor's degree should be met gradually in each institution with a time limit, or it can be achieved collectively by region, especially in areas where teachers' access to education is difficult.
- **Ensure that the PAUD and SD early grade curricula are synchronised.** Information promoting understanding of the nature of learning in PAUD and in primary schools needs to be disseminated in the form of cooperation between PAUD clusters and Grade 1 primary school working groups. The ministry should develop inter-directorate cooperation in developing PAUD and primary school curricula to make them align with each other.
- **Review the curricula of PG PAUD and the Diklat Berjenjang programme to ensure proper attention to the full range of PAUD HI components.** Universities need lab schools that meet all standards for PAUD HI. Supervision by peer groups can also be empowered including supervision by professional organizations (HIMPAUDI and IGTKI). PAUD and Gugus PAUD should be partners of PG PAUD.

Parenting Education

Parenting Programmes in Indonesia are implemented by various ministries and non-ministry agencies as well as non-governmental organizations. In this study only four parenting programmes implemented by ministries were observed; namely, those of the Ministry of Education and Culture, the Ministry of Social Affairs, the Ministry of Health, and BKKBN. Each of them already has policies, programmes, activities, materials, areas, targets and even a roadmap guide for the next five years. Information about what happens at the central level should all be disseminated and transferred through various activities such as training, briefings, and supervision to the provincial and district/city levels in the hope that all ranks below them understand and forward them to the officials and programmes below them.

What is planned and implemented by the central government concerning parenting programmes, especially for parents of children aged 0-2 years and above, is generally only known to, and understood by, those officials whose tasks and functions make them responsible for parenting programmes in provinces, districts/cities, and subdistricts. Likewise, parenting materials are known only to some among their ranks. Parenting activities have not touched all programme implementers

in PAUD institutions and the beneficiary communities. Some parenting programme activities have been carried out, such as in kindergartens, SPS/Pos PAUDs, and also Taman Posyandu, but only on a limited scale and these have generally not been based on materials developed at the central level.

To improve the understanding and coverage of parenting programmes and increase their impact on the target parent groups, especially in regard to the first 1,000 days, there are several policy proposals that can be suggested, including:

- widening the scope and sharpening the focus of parenting education in PAUD services to include, meeting nutrition and health needs; providing cognitive, emotional, and psycho-social stimulation; and preparing children for later learning.
- increasing the capacity of GTK PAUD in the field of parenting
- strengthening partnerships and improving coordination and synchronization among parenting implementers, especially for the first 1,000 days
- developing standards for the content and methods of parenting education as a reference to all concerned partners
- developing a parenting guidance reference, particularly for the first 1,000 days, beginning with those who have received training as facilitators and trainers at the central level but also available to trainers and parent educators at lower levels of the system.

Financing

Up to now, the government has not had a standard of funding for PAUD. Therefore, PAUD financing is mostly left to "market mechanisms" of supply and demand complemented by government interventions on a limited scale.

With the enactment of Law No.23/2014, PAUD financing should be the responsibility of districts/cities. But case studies in three districts show that district/city APBD allocations for setting up PAUD are very limited. On the other hand, although some provincial governments can try to maintain a budget for PAUD programmes through various mechanisms, very little is allocated for the setting up of PAUD.

The majority (79%) of PAUD services in Indonesia rely on parents' payments to meet their operational needs. The biggest component in operational costs is teachers' salaries. Case studies show that PAUD institutions pay teachers varying amounts, but on average around IDR 300,000 per month. The low salary of teachers has implications in terms of the difficulties PAUD institutions have recruiting qualified teachers, and it is therefore thought to have a major impact on the quality of PAUD implementation.

PAUD BOP funds with a value of IDR 600,000 per student per year or IDR 50,000 per student per month are very important to PAUD institutions. This figure is greater than the monthly fee received by PAUD institutions (which, on average, is not more than IDR 40,000 per month) through government support. Unfortunately, the accountability system in PAUD institutions is very weak. There are no "School Committees", and supervision by the Education Office is very limited. As a result, the effectiveness of BOP funds in improving the quality of learning or reducing the burden of parents when they place their children in PAUD is still an issue.

Some proposed policy recommendations:

- continue the "one village one PAUD" or "one village two PAUDs" programme in some cases in order to solve the problem of the cost of setting up a PAUD institution

- encourage private sector participation through csr for the establishment and operation of paud
- encourage the establishment of "paud committees" to improve accountability of paud institutions
- evaluate the impact of bop on the quality of learning and the burden of parents in the financing of paud
- support the budget for the coordination and dissemination of information about paud, at least until the handover process is complete from provincial to district/city governments and the duties and responsibilities of the previous officials have been transferred to local officials

A Roadmap towards Universal Pre-primary Education of Quality by 2030

What has become clear in the course of this work is that **the SDG target 4.2 – all children participating in organized learning (one year before the official primary entry age) – has already been largely achieved in Indonesia**. Almost 2.5 million children below the official entry age of 7 are already enrolled in primary school – about 10% of the total SD population. There are another 2.4 million children aged 6 enrolled in a PAUD service, including RA. If the number of children aged 6 in SD is added to the number of children aged 6 in PAUD and then divided by the estimated number of children aged 6 in Indonesia, the participation rate of these children in some kind of organised learning (TK, KB, SD, etc.) is 97%. If the number of children of this age enrolled in PAUD but not counted in Dapodik (often because their PAUD is not officially registered) is included, the percentage might approach 100% -- and thus the SDG target has been achieved.

But what has **not** been achieved is the larger goal of SDG 4.2 – all children with access to **quality** early childhood development, care and pre-primary education so that they are ready for primary education – in other words, the government's desire to have all children enrolled in good quality PAUD services prior to entry into primary school. Thus a large number of children living in the 16,000 or so villages with no PAUD service – if they want education at all – are compelled to enter directly from their homes into primary school without the child development and school readiness benefits provided by PAUD.

It is in this context, therefore, that calculations have been made in the report in terms of ensuring that all villages have at least one PAUD service and that all children of appropriate age can enter a PAUD service of sufficient quality; for the purposes of our calculations, this includes a minimum teacher salary and other non-salary operational costs including teaching-learning materials (KBM), equipment/toys, teacher training, and additional teacher incentives. These calculations are based on the following three options:

Option 1: Expand and Improve TK

The first option for achieving universal coverage of PAUD is to expand and improve TK which are both meant to be the preferred choice of children aged 4-6 (except in areas where they don't yet exist and children enter KB instead) and are **perceived** as being more "formal" than KB -- of higher quality (with better facilities and equipment, more teachers with higher qualifications, and some teachers officially certified and even appointed as civil servants), more closely linked to the primary school curriculum, and therefore as better preparation for primary school. Ensuring (say) 83% of children aged 5-6 enter TK rather than KB (from the current 78%) would require more funds for TK buildings and sarana/prasarana and for the salaries of more qualified and eventually more certified teachers (while not eliminating KB where they are needed and perhaps still preferred). To do this

would require new sources of funding; e.g., more from parents and/or from different levels of government and perhaps the private sector.

Option 2: Improve the Quality of KB for Children 5-6 years old

The second option is to improve the quality of KB with the intention of not only expanding the number of children enrolled in this PAUD service (to 33% of the age group rather than the current 22%) but also making its perceived (and perhaps actual) quality equal to that of the TK – with better infrastructure, more materials and equipment, and more highly qualified and better paid teachers. This option is more essential, at least in the short term, for remote regions (daerah 3T) which would find it more difficult to establish a TK. The challenge, again, is a financial one – with more funding (although less than Option 1) required from more sources. The major stumbling block to this option – in both financial and professional terms -- is the current inability of PAUD teachers, even with an S1, to gain certification and the professional incentive that goes with it. The benefits of this option include the further promotion of the “nonformal” PAUD approach which remains a popular one with children perhaps less likely to flourish in a more formal TK. In addition, even with the improvements in quality discussed above, the KB would likely remain less expensive – and perhaps more geographically accessible as well – than the TK.

Option 3: Maintain the Current Mix of KB and TK

The third option is to maintain the current mix of KB and TK more or less aligned with the existing percentages of enrolment of children aged 5-6 – 78% in TK and 22% in KB. This would not require any major changes in Ministry policies and instead would leave any future changes to the mix parental demand. In this option, both types of PAUD would be increased in number and enhanced in quality, with a special focus on the establishment of KB in villages with no PAUD service. The financial implications in this case would be less onerous than the first but more than the second since it would try to expand and improve both services at about the same pace; local governments could continue to support one or the other service as demand requires, and parents could continue, based on the local context, to choose between the two. The benefit is less need for central government action in terms of new policies and priorities, and the risk is the possibility that while some local governments may champion PAUD (depending, often, on political campaign promises), other may choose to ignore it.

Finally, as decisions are being made in regard to the above options (and there may well be others which appear), several issues need further resolution. These include the following:

- **The official entry age of 7 is not being adhered to throughout the system**, and the exceptions to this requirement seem to vary by location. Since this fact has an impact on PAUD enrolment, especially for children aged 6, having a clearer policy about who can enter SD, at what age, and under what circumstances, is important.
- **The current prohibition of primary school entrance tests is not everywhere working.** Pressure towards early literacy – and thus entrance tests -- comes not only from parents but also from the fact that the Grade 1 curriculum – especially in literacy and numeracy -- is not aligned with that of PAUD and that children early in Grade 1 are expected to have skill levels in literacy and numeracy that the PAUD services are not meant to provide. Having stronger socialisation among parents as well as educators and local policy makers about the nature of the PAUD curriculum and about the risks of forced literacy and numeracy – and ensuring harmonisation between the PAUD and SD curricula (e.g., the last week of TK in content and pedagogy should be almost identical to the first week of Grade 1) – are therefore important.
- **The nature and utility of the SPS remain very opaque.** Services labelled SPS enrol about 1/3 of all PAUD children, but there seems to be very little information about what they are,

to whom they cater, what purposes they serve, and what impact they have. Having greater clarity in regard to the SPS category of PAUD therefore is essential in regard to moving forward to expanded and improved PAUD programming.

The contribution of the MoEC in the field to the wellbeing of children 0-2 (the first 1000 days) remains unclear, despite the rhetoric and the materials prepared at the Ministry for parent education. This contribution should include educating parents about the importance of this age range in essential aspects not only of health and nutrition but also of brain development (cognitive, linguistic, and socio-emotional). Greatly strengthening the input from MoEC in regard to the wellbeing of children aged 0-2 – directly in SPS and TPA services where children of this age range may be enrolled -- and indirectly through education programs in other PAUD services for parents of older children – is essential.

1. Introduction

1.1. Purpose and Objectives

More comprehensive, inclusive and high quality pre-primary education for all is a “public good” in itself. An ever-growing body of research and evaluations is showing that early childhood development (ECD) is the most important developmental phase of a human lifespan and that preventive early childhood care and education (ECCE) programs of good quality both yield higher returns than later remedial ones and have sustainable, long-term effects on the development of human capital, social cohesion, and economic success¹. And though the most disadvantaged children (perhaps over 200 million in the world under 5) experience the most dramatic gains from ECCE programs, they are least likely to be enrolled: girls, children of migrants, and children affected by conflict, disaster, and abuse; children living in extreme poverty and in rural and remote areas; children in poor health, malnourished, and with disabilities and delays; and children of linguistic/ethnic minorities.

Since 2000, the field of ECD has evolved considerably in many different ways. This evolution has been marked first by a significant increase in the knowledge base of ECD especially in the area of neuroscience (e.g., the damage to brain architecture and development from stress and neglect) but also in child health and nutrition, language development (e.g., the role of conversation in the home and of mother tongue in the school), and the critical importance of caring, nurturing, and stimulating home environments. There has also been a substantial increase in the number of national ECD policies, policy frameworks, and action plans, both sectoral and multi-sectoral, and a wider and richer set of desired (and more often measurable) young child outcomes; these range from basic health and nutrition status and school readiness to areas such as early grade literacy and numeracy; non-cognitive outcomes such as self-regulation, gender sensitivity, resilience, and creativity; and even awareness of the range of environmental, social, economic, and cultural issues related to sustainable development.

From a global perspective, therefore, the existence of a clearer set of desired outcomes had resulted in both more extensive research demonstrating the positive impact of quality ECCE programs, short-term and longer-term, especially for disadvantaged populations, and more systematic evaluations of different kinds of programs leading to a better of idea of what works and under what circumstances and to a much richer understanding about what “quality” ECCE means.

This clearer understanding of the importance of pre-primary education has also made it a global imperative. As reflected in Sustainable Development Goal (SDG) 4.2, all nations of the world should, by 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education. This Goal has two specific indicators, both of which are relevant to this study:

- the participation rate in organized learning (one year before the official primary entry age), by sex
- the percentage of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being

As reported in this study’s literature review, this SDG and related indicators have been endorsed in the Putrajaya Declaration approved in 2016 by regional Ministers of Education. In this context, and

¹The most recent addition to this growing body of literature is *The Lifecycle Benefits of an Influential Early Childhood Program* by Jorge Luis Garcia, James J. Heckman, Duncan Emini Lear, and Maria Jose Prados (2016) -- <http://heckmanequation.org/content/resource/lifecycle-benefits-influential-early-childhood-program>

based on a series of laws and regulations, reviewed in this study and summarised below, from the Constitution of 1945 through to the Education Law of 2003 to more recent regulations focused on ECCE, Indonesia has already made significant progress towards achieving these targets. The number of essentially private, community-based PAUD² centres has increased dramatically in the last decade to over 193,000 with an enrolment of over 12 million children³. This leaves some 16,000⁴ mostly remote and poor communities without a centre, however, and, as one might expect with such a large number of community-based centres, has led to serious doubts about both the overall quality of these centres and the extent to which they promote the holistic and integrated model of child development now promoted by the government.

The national agenda of Indonesia's Ministry of Education and Culture (MoEC) for ECCE is to ensure that every community has access to a quality PAUD centre, adhering to national set service standards, within an effective, affordable, feasible, and sustainable ECCE system. This agenda is critical to Indonesia's future development, especially for children of the most excluded population groups. Research into Indonesian PAUD services has shown, for example, that "well-designed early childhood services in rural areas not only increase early achievement of disadvantaged groups but also narrow (and in some cases close) early achievement gaps...[and greatly reduce] pro-social behavioural problems of children from poor households"⁵.

The Indonesian Ministry of Education and Culture is unique, at least in Southeast Asia, for understanding that its national agenda and the above SDG targets cannot be achieved without the active and positive involvement of parents (both mothers and fathers), other caregivers, and the community as a whole including community, religious, and traditional leaders. What is especially important in this regard is that "parental education", which usually does not go much beyond issues of health and nutrition (partly because the extension agents in the field most in touch with parents of young children are health workers or midwives), in the Indonesian context is meant to focus as well on the psycho-social and even moral, character-building aspects of child development. Other PAUD partners (e.g., the BKKBN and the health and social affairs ministry) support this focus on parental education.

The general purpose of this study is to contribute towards the development of evidence-based policies and strategies for the universal provision of holistic, integrated, affordable, sustainable, well-coordinated, high quality, and equitable ECCE programs in Indonesia, particularly for marginalized populations. Its specific objectives include support to the MoEC in two areas:

- the development of a Road Map for a one year "Quality Pre-Primary Education for All" (pre-primary PAUD) program throughout Indonesia, as proposed by the Directorate of PAUD (in support of the first target of SDG 4.2)

²PAUD, or Pendidikan Anak Usia Dini (Early Childhood Education), is the acronym used in Indonesia for the entire range of services provided to children aged 0-6 and their parents. These include Taman Penitipan Anak (TPA), similar to daycare centres, Kelompok Bermain (KB) or play groups, Taman Kanak-Kanak (kindergartens), and other more specialised PAUD units (called Satuan PAUD Sejenis – SPS), all coordinated by the MOEC, and services provided by other ministries/agencies such as the (Raudatul Athfal – RA) of the Ministry of Religious Affairs, Posyandu (centers for pre- and postnatal health care and information for women and for children under five) of the Ministry of Health and the parenting education centres (BKB – Bina Keluarga Balita) of the National Population and Family Planning Board (BKKBN).

³This does not count the over one million children enrolled in the Raudatul Athfal of the Ministry of Religious Affairs.

⁴The figure provided by the Ministry of Education and Culture of some 16,000 villages without PAUD is based on the figure of 58,174 villages with PAUD services out of a total of 74,053 villages (desa). According to the Ministry of Internal Affairs in 2015, this total does not include some 8,300 kelurahan. If these are included, the number of villages without PAUD is more than 24,000.

⁵Jung, Haeil and Hasan, Amer, The Impact of Early Childhood Education on Early Achievement Gaps: Evidence from the Indonesia Early Childhood Education and Development (ECCD) Project (February 1, 2014). World Bank Policy Research Working Paper No. 6794. Available at SSRN: <https://ssrn.com/abstract=2404644>

- the development of a supporting program of “Quality Parenting Education” for parents and caregivers of children of 0 to 6 years of age that can provide communities with the necessary knowledge, attitudes, and skills to support children’s growth, protection, and development (in support of the second SDG 4.2 target) as well as to increase demand for “Pre-Primary Education for All”.

In the process of fulfilling these objectives, the study will also explore challenges to the ECCE system in Indonesia (challenges facing many other countries of the world) as identified in the literature review. These include, among others:

- in terms of **policies** -- service coordination, access to programs (and the role of the MoEC) for children younger than three years of age, the level of public awareness of the importance of early childhood education, the qualifications and competence of human resources, the learning infrastructure (especially in disadvantaged, remote and border areas), and different perspectives of the functions and status in regard to “formal” and “non-formal” PAUD services and staff
- in terms of **access, participation, and equity** – the various factors which exclude children from PAUD, including poverty, the lack of awareness of parents concerning the importance of ECD, remoteness and isolation, disability, neglect of ethnic/minority languages, parental migration, and the lack of official birth registration.
- In terms of **the quality of PAUD inputs, processes, and outcomes** -- issues of structural and process quality, with a special focus on the importance of the nature of interactions in ECCE programs and on quality standards in regard to issues such as content, processes, evaluation, teachers, infrastructure, management, and financing; this includes the quite detailed learning and development standards already created in Indonesia, the various/measurement tools that exist globally and in the region to assess these standards, and the absence of any comparable tools in the Indonesian context.
- In terms of **quality assurance and monitoring** – standards for ECCE services and assessment of the extent to which these standards are being met and accreditation being granted by independent accrediting agencies by Indonesia’s increasingly systematic regulatory quality assurance system for ECCE with clear standards which relate to different aspects of ECE including child development, teachers, infrastructure and financing.
- In terms of **parenting/caregiver education** – the provision of correct knowledge to parents and other caregivers about how to provide good care and parenting to their children in the context of limited cooperation between relevant ministries and other institutions which have similar programs many of which, however, are piecemeal in approach and often do not get far enough down the system to make a difference.
- In terms of **costs and financing of ECCE** – the analysis of the current costs and financing of PAUD services and the calculation of the budgets required to achieve the goal of universal enrolment in quality PAUD services by 2030.

1.2. Methodology

The research methodology used in this review was essentially qualitative in nature given the need for an intensive review of the relevant literature, in-depth interviews with a wide range of stakeholders, and detailed case studies of a purposively selected range of PAUD services. Such an approach has been considered especially important in a subsector as complex as early childhood development which covers two quite distinct age ranges (0-3 and 3-6), a variety of sectors (education, health, social welfare, rural development, family planning), and several different service providers (government, community-based, religious, private) all located within the similarly complex cultural and socio-economic contexts found in Indonesia. Thus, the research methodology included the following steps:

- A wide range of instruments was developed, tested, and revised for this study, including guides for interviews with central, provincial, and district level PAUD stakeholders; tables for the collection of PAUD-related data; guidelines for sub-district focus group discussions; and checklists and questionnaires for PAUD service observations. Each specialist team member was responsible for developing relevant instruments (or individual items and questions) related to his/her field.
- At the central level in Jakarta, data was collected through document review (including the compilation of statistics related to PAUD implementation) and key informant interviews.
- Three case studies of districts selected to represent a range of experience with and commitment to PAUD were then carried out – Kota Jambi in Jambi Province, Banyuwangi District in East Java, and Kupang District in East Nusa Tenggara. The data collectors for these studies included the seven team members in addition to four research assistants. The entire team worked together at certain stages of the process – i.e., at the provincial and district levels -- and then were divided into sub-teams to work in the two sub-districts selected for the research.

Each case study was implemented as follows:

- **At the provincial level**, a visit was made to the education office to explain the purpose of the study and gather essential data and perspectives on PAUD and parenting education, followed by interviews, wherever possible, with senior staff of the DPRD, Bappeda, the health and social welfare ministry provincial offices, BKKBN, BPS, PKK, HIMPAUDI, IGTKI, GOP TKI, and religious organisations which manage PAUD services (e.g., Muslimat NU and Aisyiyah in Banyuwangi and Jambi and the Synode and Keuskupan in Kupang).
- **At the district (kabupaten/kotamadya) level**, an introductory meeting was held with senior officials of the district education office in order to gain cooperation both for the data collection required from that office and for formal permission to carry out further research in the two pre-selected sub-districts; this was followed by a day interviewing key staff of, and collecting data from, various PAUD stakeholders including most of those interviewed at the provincial level and also the SKB and the Dewan Pendidikan.
- **At the sub-district (kecamatan) level** (two per district), Focus Group Discussions (FGDs) were carried out by team members. There were 4-6 FGDs in each sub-district with representatives from the following stakeholders: policy-makers; PAUD organisers from TK, KB, TPA, and SPS; PAUD and primary school teachers and head teachers; other PAUD personnel (managers, inspectors); community leaders; PAUD partners such as Bunda PAUD; and parents.
- During the FGDs, **village-level** PAUD services representing the full range of service types were identified for onsite visits and detailed interviews with teachers and head teachers.
- **Within the team**, lengthy follow-up sessions among the team members were held every day after fieldwork was completed and for a least a full day following each field visit in order review and triangulate findings; decide on issues of importance for the subsequent case studies; if necessary, revise the instruments and data collection procedures for subsequent field visits; and write the district reports.

1.3. Limitations

The limitations of this study that is, what the study was **not** meant to do include the following:

- As mentioned above, case studies were conducted in only three provinces and districts in western Indonesia (Sumatera), Java, and eastern Indonesia (NTT). A larger number of locations might have contributed to more representative findings; however, limitations of

time and budget, as well as the desire to develop intensive case studies of a smaller sample of sites, precluded this.

- Given the complexity of the PAUD system supported through the Ministry of Education and Culture, it was decided that the quite separate system of the Raudatul Athfal supported by the Religious Affairs would not be part of this study although MoEC-related PAUD services supported by Islamic foundations were part of the study.
- Also, mentioned above, and based on the desire to gain in-depth and “rich” insights and perspectives concerning PAUD from a range of different stakeholders and in a range of quite different contexts, the study is primarily qualitative in nature. The case study districts were purposively chosen, the individuals interviewed at provincial and district levels were selected due to their positions and organisations, the participants of FGDs were largely selected by local sub-district government or education offices following the criteria of categories of participants provided by the study team (and therefore cannot be considered representative of a larger population, and the PAUD services finally observed and which provided space for more in-depth interviews with PAUD personnel were largely chosen from among those represented in the FGDs. The lack of randomness and representativeness of the individuals interviewed and the PAUD services observed must lend caution to the interpretations and findings outlined below; they cannot be generalised to a larger sample or population. This applies even to the quantitative information reported from the more close-ended questionnaires used during the PAUD observations.

2. PAUD Policies: Regulatory/Legal Status, Services, and Implementation Procedures

2.1. What is currently meant to be

2.1.1. Existing laws and regulations concerning PAUD (HI)

2.1.1.1. National level

The Indonesian Government's commitment to PAUD has been formally legalized through various laws and regulations. The basis for PAUD is in the 1945 Constitution (specifically Article 28 paragraphs B and C), and then regulated most especially in Law No.20/2003 pertaining to the National Education System (specifically Article 28). Management and implementation of education (including early childhood education) are regulated in Government Regulation (PP) No.17/2010 as amended by PP No.66/2010, and quality assurance is regulated in PP No.19/2005 as amended by PP No.32/2003 pertaining to National Education Standards. To ensure the realization of an approach to PAUD that is holistic and integrated, it has been regulated by Presidential Decree No.60/2013 pertaining to the Development of Holistic-Integrative Early Childhood Education.

To ensure the implementation of early childhood education, Kemendikbud (MoEC) issued several regulations, including: Permendikbud No.63/2009 pertaining to the Education Quality Assurance System (including PAUD); Permendikbud No.137/2014 pertaining to the National Standards for PAUD; Permendikbud No. 146/2014 pertaining to the PAUD Curriculum; Permendikbud No.31/2014 pertaining to Cooperation in the Implementation and Management of Education (including PAUD) by Foreign and Indonesian Education Institutions; and Permendikbud No.84/2014 pertaining to the Establishment of PAUD Units. Meanwhile, regulations related to the inspectors and supervisors of PAUD are found in Permenpan & RB No.14/2010 and No.21/2010. Meanwhile, at the village level, the regulation on educational support (including PAUD) from the Village Fund is included in the Regulation of the Minister for Rural Affairs, Development of Underdeveloped Regions, and Transmigration (Permendes and PDTT) No.5/2015 and No.22/2016.

2.1.1.2. Provincial level

In the Provinces of Jambi and East Java there are Governor Regulations (Pergub) related to PAUD, namely Pergub Jambi No.36/2013 pertaining to Guidelines for Integrated PAUD Centre Services Development, and in East Java, Pergub No. 15/2013 pertaining to PAUD HI. Meanwhile, in NTT Province there are no Pergubs specifically related to PAUD, but there are Pergubs for other programmes which have a positive impact on early childhood education. These regulations are as follows: (1) NTT gubernatorial Regulation No.42/2009 pertaining to the Mother and Child Welfare Revolution (KIA), and (2) Pergub NTT No.3/2015 on Guidelines for the Integration of Puskesmas Planning with Musrenbangdes. However, NTT already has a HI PAUD Module entitled "Towards Excellent and Quality NTT Children: PAUD HI Teaching Materials List" initiated by Bunda PAUD and the NTT Province PAUD Forum.

2.1.1.3. District/City Level

With the handover of affairs related to PAUD (and PNF) to become the mandatory authority of district/cities, the Mayor of Jambi, the Regent (District Head) of Banyuwangi and the Regent of Kupang immediately reorganised the organisational structure of their Education Offices, among other reasons, in order to strengthen the role of section/department that handles PAUD (and PNF). This reorganisation of the organisational structure of the Education Offices is stipulated in Mayoral Regulation (Perwali) Jambi No.37/016, Perbup Banyuwangi No. 43/2016, and Perbup Kupang No. 47/2016. Through these Perwali/Perbup, the section/department that handles PAUD (and PNF) has been given a larger role than in previous years.

Of the three districts/cities studied, Banyuwangi District is the one with the most regulations regarding PAUD, such as: Perda on Education Implementation System (2011), Perbup on Inclusive Education (2012), Perbup on Pre-Marital Family Education (2016), the Regent's Decision on the Establishment of *Tim Pelaksana Program Harapan Keluarga Peduli Anak sejak Dini* (2011), and the Regent's Decree on the Establishment of *Program Keluarga Sadar Gizi Anak Tumbuh Optimal Berkualitas dan Cerdas - Kadarzi Anak Tockcer* (2011).

The city of Jambi has a regulation issued by the Head of the Education Office (in the form of a Decree) on the Division of a PAUDNI Inspector's Duties in the City of Jambi (2015). Meanwhile, in Kupang District, there is a Regent's Decree on the Implementation of Play Groups and the Appointment of PAUD Management Personnel and Educators assisted by UPTD SKB Kupang, including incentive assistance (2016).

2.1.1.4. Sub-District Level

Almost all sub-districts studied do not issue special regulations. In general, they only implement all existing regulations, especially those issued by the Regent/Mayor. The only regulation found at the sub-district level is the Decision of the Head of Education UPTD of Tegalsari Sub-district of Banyuwangi District pertaining to the Appointment of the Board of the Cluster Activity Centre (PKG) of PAUD and the Management of the Gugus PAUD in Tegalsari sub-district for the Period of 2016-2019. According to the information obtained, almost every sub-district already has a similar regulation, so almost certainly in most sub-districts of Banyuwangi District there is already a Gugus PAUD.

2.1.2. Official definition of PAUD services⁶

- a. **Early Childhood Education (PAUD)** is a developmental effort aimed at children from birth up to the age of 6 (six) years conducted through the provision of educational stimuli to assist growth as well as physical and spiritual development so that children are ready to continue to further education.
- b. **Taman Penitipan Anak (TPA)** or a Childcare Centre is a form of non-formal PAUD unit that provides education programmes for children from birth up to the age of 6 (six) years with priority from birth to the age of 4 (four) years.
- c. **Kelompok Bermain (KB)** or a Playgroup is a form of non-formal PAUD unit that provides PAUD education to children aged 2 (two) to 6 (six) years with priority ages 3 (three) and 4 (four) years.

⁶ The definition of PAUD refers to UU No. 20/2003 (Ps. 1, butir 14); of TPA, KB, TK and TKLB, in addition to SPS to Permendikbud No. 84/2014; of Pos PAUD to NSPK Ditjen PAUDNI 2013, and of of Taman Posyandu to the Juknis Taman Posyandu Kab Banyuwangi 2015

- d. **Taman Kanak-kanak (TK)** or kindergarten is one form of PAUD unit in formal education that provides education programmes for children aged 4 (four) to 6 (six) years with priority age of 5 (five) and 6 (six) years.
- e. **Taman Kanak-kanak Luar Biasa (TKLB)** or special kindergarten is a form of PAUD unit in formal education that carries out education programmes for special-needs children aged 4 to 6 (six) years with priority ages 5 (five) and 6 (six) years.
- f. **Satuan Pendidikan Anak Usia Dini Sejenis (SPS)** or PAUD equivalent unit is one form of non-formal early childhood education unit that provides education programmes for children from birth up to 6 (six) years independently or integrated with various health, nutrition, religious and/or social welfare services. These “miscellaneous” forms of PAUD enrol about 25% of all PAUD children. Some examples of SPS are:
- **Pos PAUD** is a form of early childhood service whose implementation is overseen by village governments and, that can be integrated with BKB and Posyandu services for children from birth up to age 4 (four) and can serve children up to 6 (six) years old if in the same location, TK/RA/KB services are not available.
 - **Taman Posyandu** is an extension of Posyandu with additional PAUD services (education stimulation) and Bina Keluarga Balita (an education programme for parents of children under five years old)
 - **SPS "Cerdas" (smart)** is a PAUD that specifically caters to young children with special needs that cannot be served by existing PAUD institutions⁷
 - And other entities such as Bina Anak Sholeh, Taman Bermain, Taman Anak Pintar, and religious-based early childhood services (such as Bina Iman, Taman Pendidikan Al Qur'an, and Sunday Schools) integrated with PAUD.
- g. **Pengembangan Anak Usia Dini Holistik-Integratif (PAUD HI) or Holistic-Integrative Early Childhood Development** is a broader, inter-sectoral early childhood development effort that is carried out to meet the essential needs of children who are diverse and provides services which are interconnected simultaneously, systematically and in an integrated way⁸.

2.1.3. Implementation procedures

2.1.3.1. Registration/legalisation

i. Operational licence

Licenses for establishing a PAUD centre will be granted upon completion of administrative, technical and feasibility assessment requirements.

- Administrative requirements include a copy of identity documents, a certificate of domicile from Village Head, a list of management personnel and details of their responsibilities.
- Technical requirements include: (1) for TK/TKLB: the results of a feasibility assessment, TK/TKLB Development Plan (RIP), and a plan to achieve the TK/TKLB standards of implementation within a maximum of 3 (three) years; (2) for KB/TPA/SPS: results of a feasibility assessment and a plan to achieve the standards of KB/TPA/SPS implementation in no more than 5 (five) years.

⁷ SPS Cerdas is a response to Perbup Banyuwangi No. 68/2012 on the Implementation of Inclusive Education of Banyuwangi Regency, as well as the Regent's Instruction for all PAUD institutions (and schools) to admit special needs students (ABK). However, since most PAUD institutions are not yet ready to admit ABK, SPS Cerdas decided to admit them without collecting fees from their parents. As discussed in the final workshop, a PAUD service such as SPS Cerdas receives an allocation of Rp. 1.5 million per ABK from the central government in addition to the BOP payment of Rp. 600,000.

⁸ Perpres RI No. 60/2013 pertaining to Holistic-Integrative Early Childhood Development (Article 1 Point 2)

- Feasibility assessment results. Based on the result of the feasibility assessment, the Head of the District Education Office gives approval or rejection, and if eligible, a permit to establish the PAUD unit will be issued.

ii. NPSN and Dapodik

The National Education Unit Number (NPSN) is a prerequisite for being able to submit PAUD learners' data to the Basic Education Database (Dapodik). The process of submitting NPSN is through an application system developed by the MoEC.

The requirements to apply for an NPSN include (a scan of the operational permit and a photo of the name plate of the institution; the application must be submitted by local district/ city operators to the MoEC's Data and Statistics Centre (PDSPK).

2.1.3.2. Accreditation

Accreditation is a feasibility assessment activity of PAUD units and programmes based on predetermined criteria. PAUD accreditation is conducted by the PAUD and PNF (Non-formal Education) National Accreditation Board (BAN), assisted by PAUD and PNF Provincial Accreditation Boards (BAP). Tools for assessing the feasibility of PAUD units and programmes are based on the 8 (eight) national standards for PAUD, which are: child development progress (STPPA), content, processes, teachers and education personnel, infrastructure, management, financing, and assessment standards.

In reality, most non-formal early childhood institutions at the case study locations have not been accredited. Obstacles faced by PAUD institutions in particular are the lack of understanding of procedures to apply for accreditation and too many requirements in terms of the completeness of administrative documents. In order to overcome this problem, an Education Office in one of the districts (Banyuwangi) has opened a 'Friday Clinic for Accreditation', and the community has responded positively to this effort.

2.1.3.3. Supervision/monitoring

PAUD quality control can only be carried out if accompanied by regular and continuous supervision and monitoring based on the technical guidance and standards available. Supervision and monitoring of PAUD units is not only the duty of the district/city, but can also be carried out by Central UPT. Although the district/city Education Office also has responsibility for this supervision and monitoring, technically it is also the primary task of supervisors, as their scope of duty is in the sub-district (although their employment status is as staff with the District Education Office).

SKB, as a UPT PAUD and Dikmas at district/city level, also bears the duty and responsibility to supervise and monitor the PAUD units that it oversees. BP-PAUD and Dikmas as the Central UPT also functions, among other duties, to implement programme development and quality mapping of PAUD and Dikmas, as well as the supervision of PAUD and Dikmas units (Article 2 paragraph 1 Permendikbud No. 5/2017).

2.1.3.4. Quality improvement

In general, quality improvement is the task of PAUD developers and supervisors from the provincial level down to the sub-district level and also the organizers, managers/heads of PAUD units, and their educators and education personnel. However, legally quality improvement is the responsibility of BP-PAUD and Dikmas, the Education Office, the SKB and inspectors.

2.1.3.5. Coordination

i. National-Regional⁹

Up to now coordination at these levels has often been identified with Coordination Meetings (Rakor) which are usually held at the beginning and end of the budget year. These meetings are more likely to involve only officials/personnel responsible for PAUD programmes in the Education Office and sometimes involve partners from the local government, such as Bappeda (the planning agency).

With the handover of PAUD responsibility to districts/cities, the existing coordination model seems to be no longer relevant, since the number of districts/cities is huge. This situation demands a more creative, effective and dynamic kind of coordination.

ii. District

Bappeda plays an important role in coordinating PAUD programmes and budget planning. Proposed programmes and budgets for PAUD from SKPD are discussed by Bappeda in *Musrenbang* together with related SKPD. Under these circumstances, a deep understanding of the regulations and substance of PAUD by the Bappeda is indispensable.

Frequent changes of personnel among the policy makers/technical officers responsible for PAUD has been a common obstacle for PAUD coordination in the field, as new officials lack understanding of existing PAUD regulations even though they are important actors who will be elaborating more operational regulations in the field and coordinating the implementation of PAUD programmes with their partners.

iii. Sub-district

Coordination of PAUD at sub-district level still faces many obstacles some of which are caused by a lack of understanding of the substance of PAUD by the Heads of UPTD and the very limited number of existing inspectors. In some sub-districts, Bunda PAUD, HIMPAUDI and/or IGTKI are quite active.

Within the new Education Office's organizational structure, the roles of the sub-district head, UPTD, and the inspectors, are becoming more important, and therefore the coordination process should be revised. The sub-district head (camat) needs to be positioned more as a coordinator of all PAUD programmes, accompanied by Bunda PAUD. Meanwhile, the UPTD needs to be positioned more as a technical coordinator, which, together with inspectors, coordinates Gugus/PKG PAUD (clusters and cluster activity centers) in partnership with SKB and partner organizations. Inspectors also need to be more empowered as PAUD quality controllers and for it to be a main part of their duties in supervision and monitoring. Gugus/PKG PAUD need to have their capacity further enhanced through training/apprenticeships/comparative studies to pilot PAUDs. Provincial BAPs should be encouraged to provide information and insights with regard to the accreditation of PAUD units.

2.1.3.6. Transition into primary school

The culture of cooperation between PAUD units and primary schools, in terms of transition from PAUD to primary school, appears to be not yet established in almost all areas studied. Given the importance of information about the children's development when in PAUD in terms of continuity

⁹ Since early 2002 a National PAUD Forum has been established. PAUD Forum is an acronym of the Early Childhood Care, Education and Development Forum, and this Forum played a role in raising the visibility and awareness of PAUD in the early years of its development.

when entering primary school, the culture of cooperation between early childhood centres and primary schools needs to be developed as soon as possible.

2.2. What is currently occurring in the field: Findings from the study

2.2.1. Understanding and implementation of existing PAUD laws and regulations

The importance of early childhood education from birth to age 6 is generally already known by the respondents. However, a more complete understanding of its importance in the first 1,000 days is only possessed by some, and these are mainly respondents from the Health Service, Education Office, BKKBN/BPPKB, PG-PAUD, PAUD partners and PAUD educators/managers. They understand this importance primarily from information that has been disseminated through Coordination Meetings, training, and the mass media.

Information on early childhood education has not been distributed equally to all respondents. The importance of compulsory pre-primary education for one year is not known to many provincial respondents, but it is widely known by the respondents from district/cities, because the one year of compulsory pre-primary school had been proclaimed in the areas studied. (In fact, some 30 districts have "declared" universal PAUD with the endorsement of all sub-district heads in the district). Parenting is generally only understood as delivering the child to the PAUD/school and receiving periodic reports of his/her progress.

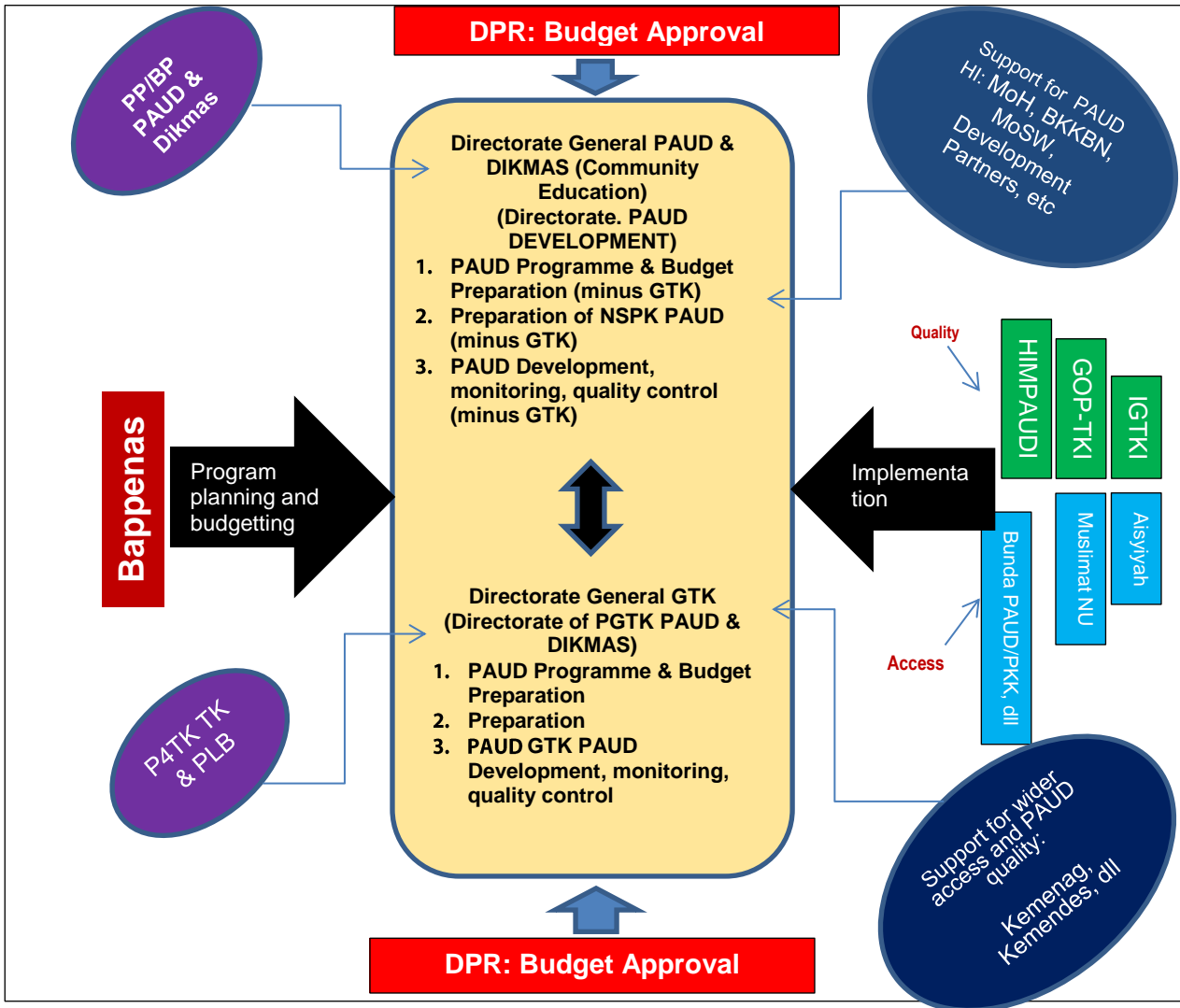
PAUD standards, the PAUD curriculum, and HI PAUD are only known to respondents from the Education Office, the Provincial Accreditation Board (BAP), PG-PAUD, HIMPAUDI, IGTKI and PAUD managers/organisers/instructors, especially those who have attended PAUD workshops/briefings/training. Those who already understand the standards of PAUD are generally the respondents from the Education Office (mainly the older officials), BP-PAUD and Dikmas, BAP, PG-PAUD, HIMPAUDI and IGTKI. PAUD standards considered difficult to meet are those for educational facilities, infrastructure and qualified educators. For the PAUD curriculum, the most difficult is the preparation of RPPH (daily activity plans), RPPM (weekly planning of activities), the use of a "scientific" approach in teaching, and the preparation of instructional media.

2.2.2. Roles and effectiveness of major actors in PAUD planning and implementation

2.2.2.1. National

The role of key actors in national PAUD planning and implementation at present can be described as follows:

Figure 1. Roles of PAUD's Main Actors at National Level



2.2.2.2. Provincial

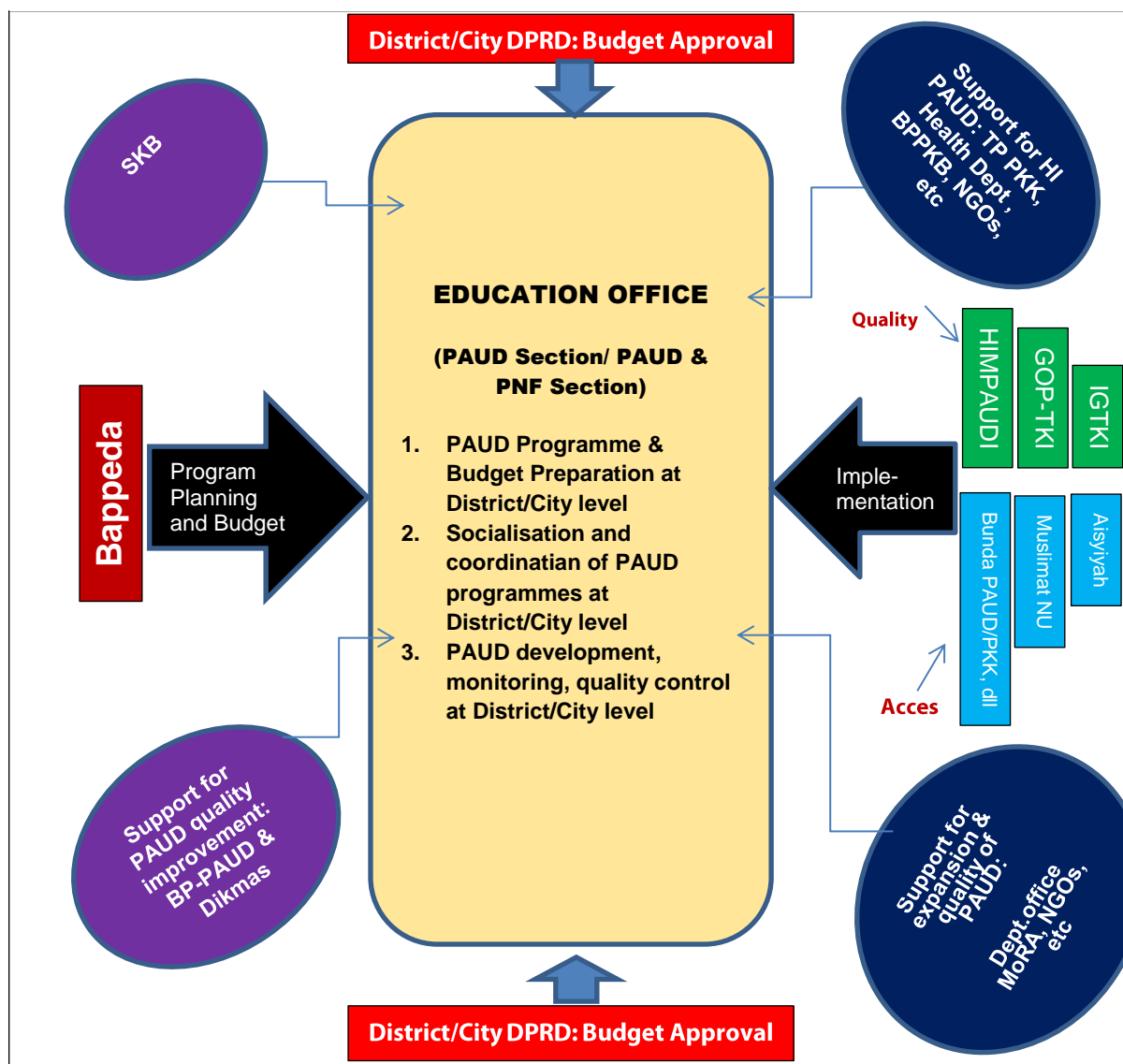
The main controllers of PAUD programmes at the sub-district level are the sub-district heads (camat), the Education UPTD, and inspectors/supervisors, assisted by partners especially HIMPAUDI-IGTKI-GOP TKI, and Bunda PAUD/PKK.

The role of key actors in PAUD planning and implementation at the provincial level (prior to 2017 conditions) is not much different from that at the national level. The difference is that support from institutions/partners is only from those at the provincial level. However, since PAUD is no longer under the authority of the provinces, a more detailed explanation for the provincial level is deemed unnecessary.

2.2.2.3. District

At the district/city level, the main actors' roles in the planning and implementation of PAUD can be described as follows:

Figure 2. Roles of Main Actors of PAUD at District/City level



2.2.2.4. Sub-district/village

The main controllers of PAUD programmes at the sub-district level are the sub-district heads (camat), the Education UPTD, and inspectors/supervisors, assisted by partners especially HIMPAUDI-IGTKI-GOP TKI, and Bunda PAUD/PKK.

Without overlooking the role of Village Head, the success of PAUD programmes at village level really depends on the three main PAUD actors in villages, namely: (1) the PAUD organiser (or Chairman of the foundation or owner of PAUD), (2) the manager/head of the PAUD unit, and (3) PAUD teachers.

The existence of PAUD clusters (Gugus) and cluster activity centers (PKG) have proved to be an important pillar for efforts to improve the quality of PAUD in the field. Active PAUD clusters and teacher groups are able to act as mediators if there are PAUD teachers with disagreements or in dispute over students and to become a forum for knowledge sharing, especially when there are members who have already participated in training or briefings related to PAUD, as well as to become a forum for mutual learning/ help, including, for example, in the framework of BOP submissions.

2.2.3. Status of PAUD services

2.2.3.1. TPA

In the field, the TPA tends to be interpreted as "day care" either for children who have not entered or those already in KB/kindergarten. Child service patterns in average TPA are almost identical, such as full-day caring for children, learning through play, providing lunch, letting the children nap, giving them a bath and a chance to play after waking up while waiting to be picked up. The age of learners varies, from less than 1 to 6 years. Children aged <1 year-2 years take part only in TPA, whereas those aged 3-6 years generally are also enrolled in KB/TK and are there in the TPA after school hours). The number of learners also varies; some TPA have only 6 children and others more than 10. All TPAs have TPA managers/heads, teachers, and carers. Some TPA teachers or educators have an S1 PAUD degree and some have only high school education. The number of teachers is more than 1 on average, even if there are only a few students. The average caregiver has only graduated from high school. Most of the TPA teachers and caregivers visited during the study have never received training in TPA/PAUD from the Education Office. All the TPAs visited were licensed but not yet accredited.

2.2.3.2. KB

Almost all KB visited are PAUD programmes with a learning through play approach. Typically, refer to the STTPA, and the content and process standards of PAUD although the levels of understanding vary and generally still refer to the old PAUD Standards (Permendikbud No. 58/2009). The average KB service patterns are very similar, i.e. between 4-6 days per week, an average of 3 hours per day. Generally, teachers have RPPH, RPPM and a Semester Programme (Prosem). Some KB already have KTSP, especially those who have operational licences, and are included in Dapodik (education database), and get BOP. The age of children ranges from 3 to 6 years and if the number is large enough, the average provider puts the children into groups according to their age. The average number of learners is between 10-20 per class. All KBs have a manager/head. The average KB visited has more than one teacher, and mostly they are taking S1 courses at PGTK PAUD or the PAUD department in the Open University. In general, playgroup teachers with only high school education and have never received training in the field of KB/PAUD from the MoEC/Education Office. Some KB visited are already licensed and some are not. Almost all KB visited have not been accredited.

2.2.3.3. TK

Almost all kindergartens visited are early childhood learning programmes with a learning through play approach and provide *calistung* (reading, writing, and math) lessons closer to the time the children's enrolment into primary school. They mostly have tried to apply the PAUD curriculum (Permendikbud 146/2014), including STTPA, although the levels of understanding still vary. Learning in kindergarten generally seems more formal than in KB, as seen in, among other things, the students' uniforms and the arrangement of their classrooms. The average service patterns in kindergarten are similar, generally 6 days per week, 3 hours per day, the teachers mostly have RPPH, RPPM, and Prosem. Most of these kindergartens already have KTSP, especially those with an operational licence, have been entered into Dapodik, and have already received BOP. The age of children is between <4-6 years who are generally grouped into TK A (age 4-5 years) and TK B (age 5-6 years). The average number of children is between 10-20 per class. Each kindergarten has an average of more than one teacher and one head teacher. Almost every kindergarten has a teacher who has an S1 PAUD degree or high school graduates who have attended training and/or are studying in PAUD of the Open University or PGTK. Even though the average kindergarten visited is already licensed, entered into Dapodik and accredited, there is a public TK Negeri Pembina (in Kupang District) that is six years old which has not been accredited yet and does not have

operational funds, and all their teachers (three people) only have high school education and have never received any training.

2.2.3.4. SPS/Pos PAUD/Taman Posyandu/SPS “Cerdas”

Unlike other PAUD units, SPS are still "multi-functional" early childhood units in the field. However, there is a similarity of understanding in the three study locations, namely that SPS is associated with Posyandu and seen in the context of HI PAUD, including "Taman Posyandu" (in East Java), SPS "Cerdas" in Banyuwangi, a kind of "Pos PAUD or Posyandu Integrated PAUD" (in Jambi and NTT). Except for SPS “Cerdas”, most of the "SPS" visited are Posyandu-based programmes. SPS is generally associated with a parenting programme, which refers to the BKB programme. In general, learning programmes in SPS do not refer to the national standards of early childhood and the early childhood curriculum. SPS service patterns on average are similar, i.e. between 1-2 times/month (e.g., during Posyandu activities which are followed by play activities, and once outside of Posyandu activities). Each meeting lasts for only about 2 hours. In SPS there are no uniforms and the teachers are mostly recruited by the Posyandu cadres. There are no RPPH, RPPM, or Prosem in SPS. None of the SPS has been entered into Dapodik and none has received BOP PAUD. The age of children varies from <1-5 years, i.e. children who get services in Posyandu. During the field visits, no clear grouping of children was found, and no clear information about their licences was available. (There are also many other kinds of PAUD services included under SPS, and although this category enrolls about 1/3 of all PAUD children, there seems to be very little information about what they look like and what they do).

2.2.4. Implementation and effectiveness of mandated procedures

2.2.4.1. Registration/legalisation

Most TK, KB and TPA have been licensed, but for SPS it is not clear whether they should apply for their licences to the Department of Education or to other agencies. In the field (especially in East Java) there are operational permits for "PAUD" which have been issued by the education office since about 4 years ago. Now the licences are questioned, however, because the existing rule is that a licence must be issued to a particular kind of PAUD service (e.g., TPA or KB). There appears to be a dualism in terms of these regulations in that both processes are still valid, but ultimately it is the PAUD organisers who are disadvantaged because it hinders the process of applying for BOP PAUD. Information about regulation changes in the PAUD licensing apparently has not been disseminated well on the ground.

2.2.4.2. Accreditation (BAN/BAP)

Field findings show more accredited TK than KB, TPA and SPS. Nationally, the number of KB, TPA and SPS that have been accredited is only 4.77%, 6.47%, and 3.56% (PDSPK MoEC, 2016/2017) respectively.¹⁰

2.2.4.3. Supervision/monitoring

Compared with kindergarten, KB, TPA and SPS receive minimal supervision and monitoring visits from inspectors. This is due to the very limited number of inspectors in all the study locations. With the handover of responsibility for PAUD affairs to the PAUD department of the district/city

¹⁰ In the last few years accredited kindergarten data are not found in PAUD Statistics released by MoEC P DSPK. According to the information the Team ACDP 033 obtained, since kindergartens (originally under the Directorate General of Primary Education) were officially handed over to the Directorate General of PAUDNI, their accreditation no longer falls under BAN SD. Since then kindergarten accreditation is under the BAN PAUD and PNF. However, until now BAN PAUD and PNF have not released accredited kindergarten data.

Education Offices (since 2017), kindergartens now also get minimal supervision and monitoring visits from inspectors.

2.2.4.4. Quality improvement

The role of the **inspector** in controlling the quality of PAUD has not been implemented well, because in addition to the limited number of inspectors, they are also still responsible for all matters of PAUD (kindergarten, playgroups, TPA, SPS) and PNF (literacy, equivalence and courses) and they have not received any training in PAUD.

BP-PAUD and Regional Community Education Offices (Dikmas) located in the study locations are a reincarnation of BPKB and were only confirmed BP-PAUD and Dikmas in 2017. It is clear that BP-PAUD and Dikmas still need time to be able to support the improvement of PAUD quality in the province they assist given their limited human resources, budget and facilities.

One of the duties of **SKB** is to develop pilot PAUD programmes, but none of the SKB in the study locations demonstrated a good quality model.

Gugus PAUD and **PKG PAUD** (clusters and cluster activity centers) actually have the potential to become an important element in supporting PAUD quality at the PAUD unit level. However, up until now the average PAUD cluster and teachers group has not received adequate PAUD training/briefing. In addition, not all PAUD clusters and teacher's groups have been established in the areas studied, and many of those already established are still "neglected" and untouched by PAUD leaders.

2.2.4.5. Coordination

There are still constraints at every level in the coordination between PAUD developers/mentors and partners. The main obstacles are the frequent changes in PAUD regulations and other stipulations affecting PAUD programmes, as well as frequent transfers of developers/mentors or officers in charge of PAUD or officials whose duties are related to PAUD programmes. Under such circumstances creative and dynamic coordination is required, allowing as much as possible all information about the early PAUD regulations to reach policymakers, stakeholders and PAUD partners despite any regulatory changes or transfers of officials/staff.

Creative and dynamic co-ordination must touch all parties including stakeholders (Bappeda, Dinas and UPT related) and partners (Bunda PAUD/PKK, HIMPAUDI, IGTKI, GOP TKI, Aisyiyah, Muslimat NU, PAUD Forum, etc.) at every level, especially at the provincial, district/city and sub-district levels. In addition, PAUD leaders at all levels must also be responsive and coordinate immediately to integrate their work with stakeholders or partners, especially if there is a lack of harmony among stakeholders or partners in supporting PAUD programmes, including PAUD quality supervisors, i.e. PAUD clusters (Gugus) and cluster activity centers (PKG).

2.2.4.6. Competition – KB/TK, PAUD/SD

It was found that there was a competition between PAUD institutions (especially TK and KB), and between PAUD and primary schools. These include:

- **Competition for students between TK and KB.** The existence of the same criterion in obtaining a license to establish a PAUD (i.e. the service targets of KB which are 2-6 years with the priority of 3-4 years, and the targets of TK services which are 4-6 years old with a priority of 5-6 years) creates a very grey area which has the potential to cause problems; e.g., both services trying to get enough children (12 in number) to qualify for BOP. Although both TK

and KB follow the same curriculum and are meant to be play-based, TK sometimes appear (or are at least perceived) as being more formal, of higher quality, and better in preparing children for school than the BK – while the KB is seen as being less expensive and less distant from homes than the TK. (In one case, TK teachers were allegedly spreading rumours that children could only receive their national student number if they enrolled in TK rather than the KB).

- **The wish of the primary schools to prioritize prospective new students who can do “calistung”.** Tests of *calistung* (reading, writing, and counting) for new entrants to primary school trigger demands from parents that PAUD also give lessons in *calistung*. Although MoEC officially prohibits PAUD from doing this, they often believe that they won't get any students if they do not teach *calistung*.

2.2.4.7. Transition into primary school

Actually, PAUD is an approach to education that should be continued into the early years of primary school. (In fact, many countries define early childhood as covering the age range of 0-8). All important information about every aspect of the child's development during their early childhood should be submitted to the first-grade primary school teacher who will receive it, including specific information about each child while still in PAUD. A good primary school teacher will then begin preparing the learning programme by taking into account all the potentials and specific needs of each student. With these resources, teachers will be able to optimize the development of each student's potential. In reality, however, almost all PAUD units in the study locations have no collaboration with primary schools.

2.3. Option/recommendations to improve PAUD policies

2.3.1. Clarify the definitions and relationships between KB and TK

Various misconceptions that trigger disharmony in the relations between TK and KB often sometimes arise as a result of the ineffectiveness of the dissemination of information about PAUD and PAUD regulations. Therefore:

- It is necessary to disseminate information about how KB can provide services to children up to the age of 6 years, so that those who have finished KB can go directly to primary school without going through kindergarten.
- There needs to be a reorientation of policy in the field of disseminating information about PAUD, namely:
 - Shift dissemination of information from being bureaucratic (based on regulations) to being contextual (based on real issues)
 - Shift orientation of dissemination of information from being for officials only to one that simultaneously briefs officials and actors on the ground
 - Shift from a centralized to decentralized dissemination of information
 - **For the national level**, dissemination of information should not be conducted by the national government, but regionally or in each province by empowering the UPT centre in provinces and PAUD partners at the provincial level; thus, the province still plays a role in PAUD coordination with the output of decrees at the provincial level.
 - **For the provincial level**, dissemination of information should be conducted in each district/city in rotation with the output after the dissemination being a regulation about PAUD that is issued at the district/city level.
 - **For the district/city level**, dissemination of information should be conducted in each sub-district in rotation with the output after the dissemination being a

regulation about PAUD that is issued at the sub-district level (it would be beneficial if during this dissemination event PAUD units in the sub-district are visited).

- **For the sub-district level**, dissemination of information should be conducted in each village in rotation (it would be beneficial if during this dissemination event PAUD units in the village are visited).

2.3.2. Fully accept PAUD HI as the policy being implemented by the MoEC

A quality PAUD is one that is organised holistically; that is, besides providing educational services, it also pays attention to nutrition, health, child protection and family education. Consequently, there are many actors involved in it, and this requires good coordination in addition to continuous dissemination of information. The suggested policy is a joint circular drawn up by MoEC, MoIA, MoH, BKKBN, MoSW, and MoRA, on the implementation of early PAUD HI.

The same thing also needs to be done at the district/city level (the Education Office) in order to cooperate with partners (Dinas/institution/Badan/PKK) that engage in HI PAUD, including cooperation between sub-district education UPTD and Puskesmas for nutrition and health services to PAUD children.

2.3.3. Clarify and simplify PAUD registration/legalisation and accreditation processes

Regarding the establishment of licensing and accreditation of PAUD, there are still multiple interpretations about PAUD units versus PAUD programmes. Some people have not yet understood that licences for PAUD units consisting of KB, TPA, and/or SPS can be issued for non-formal education units in the form of PKBM, *majelis taklim*, or similar nonformal educational units, by first applying for a permit for programme implementation (Permendikbud No. 84/2014, Article 19). In addition, licensing and accreditation procedures are regarded as not simple enough. Recommended policies include:

- A circular letter from MoEC (Directorate General of PAUD and Dikmas) containing a technical explanation or affirmation to the public regarding the permit required for a PAUD establishment to obtain NPSN, to be entered into Dapodik, and/or to obtain BOP (i.e. a licence for a PAUD unit or licence for PAUD programme or both)
- There is a need to simplify the accreditation requirements of BAN PAUD and PNF, especially in relation to the submission of copies of administrative documents.
- It is time to start online licensing and accreditation (although perhaps in the beginning it should still be just an alternative choice)
- It is necessary to have a circular letter from the Directorate General of PAUD and Dikmas so that the operational license rules for PAUD by the District Education Office are consistent with Permendikbud No.84/2014 pertaining to the Establishment of Early Childhood Education Units.

2.3.4. Strengthen the collaboration among all PAUD partners at central level through the Coalition PAUD, and strengthen/establish Forum PAUD at other levels of the system

The PAUD Forum is still needed as a neutral partner of PAUD (not affiliated with political forces), especially for dissemination of information and support for HI PAUD implementation in the field.

The PAUD Forum at the national level needs to be re-established to strengthen the Coalition of HI PAUD, and PAUD Forums at other levels should be established and/or strengthened.

2.3.5. Document and clarify the range of possible PAUD coordination mechanisms at sub-national levels

To improve the quality of PAUD coordination on the ground, several policy alternatives are proposed as follows:

- There needs to be a sharper differentiation of responsibilities for PAUD quality control between the technical directorate and the provincial UPT (who does what).
- There needs to be a sharper differentiation of responsibilities for PAUD quality control between PAUD, SKB, Education UPTD, inspectors and PKG.
- There should be a reference for coordination of PAUD at the district/city level by empowering Bunda PAUD and PAUD partners (PAUD Forum, HIMPAUDI, IGTKI, GOP TKI, Aisyiyah, Muslimat NU, etc.)
- There should be a reference for coordination of PAUD at the sub-district level by empowering the sub-district head, the Education UPTD, inspectors, PKG, Bunda PAUD and PAUD partners (especially HIMPAUDI, IGTKI, GOP TKI, Aisyiyah, Muslimat NU, etc.)
- There should be a reference for coordination of PAUD at village level especially between PAUD providers, heads of PAUD, Bunda PAUD, PAUD and cluster activity centers (PKG).

2.3.6. Explore best practices in regard to PAUD/SD collaboration and promote these throughout the country

In terms of school readiness, there are several suggested policy alternatives, namely:

- Cooperation with PGPAUD and PGSD to prepare technical regulations/guidance on school readiness for children in PAUD
- Assignment of special tasks to PP/BP-PAUD and Dikmas to develop a cooperation model between PAUD institutions and primary schools for school readiness.
- Introduction of a collaborative pilot programme between TK Pembina and a TK with an "A" accreditation with the nearest primary school for school readiness.

2.3.7. Urgently clarify the minimum requirements for a successful Pos PAUD/Taman Posyandu and monitor their development closely to ensure that they meet these requirements

The multiple interpretations of the meaning and criteria of Pos PAUD/Taman Posyandu as part of the SPS requires an unequivocal reference that can be followed in the field. In that regard, it is suggested that there are regulations or policies related to:

- Minimum criteria for SPS to qualify as a PAUD service
 - especially those concerning the target age of the children served, the minimum amount of learning while playing (days/hours/months), the minimum number and qualifications of teachers, the coverage of minimal learning materials, as well as their licensing
- Minimum criteria for qualified Pos PAUD/Taman Posyandu that meet the qualifications for PAUD service
 - especially those concerning the target age of the children served, the minimum amount of learning while playing (days/hours/months), the minimum number and qualifications of teachers, the coverage of minimal learning materials, as well as their licensing.

2.3.8. Data Collection

The results of the study indicate that many hundreds of PAUD institutions are not yet registered in Dapodik. This indicates that the actual number of PAUD on the ground is greater than that listed in the MoEC data. From the cases found on the ground, most unregistered PAUD have problems with licensing. Therefore, it is suggested that there should be a policy related to PAUD data collection, namely a special data collection and assistance programme for PAUD institutions that have not been registered in Dapodik Internship Programme.

During FGDs at the sub-district level, there were some FGD participants (mainly organisers, educators, inspectors and heads of sub-district education UPTD) who felt enlightened by fellow FGD participants describing some of the innovations they had made. Among them there are some who want to imitate the innovative breakthroughs of their colleagues. Based on these facts, it is recommended that:

- Apprenticeship programs initiated by the province need to be developed.
- Pilot PAUD institutions need to be upgraded and empowered as comparative study locations or apprenticeship centres for underdeveloped PAUD institutions.

2.3.9. Three (3) T areas PAUD Model

The limited human resources and facilities in 3T areas need to receive affirmation from the government. Limitations in the 3T area should not be an obstacle to gaining access to government guidance/support because it is impossible to meet the 8 PAUD standards. Developing this kind of model will facilitate the establishment of PAUD services in the 16,000 villages in Indonesia which do not yet have these services and therefore provide an important option to formal SD for children development and early education. For this, it is recommended that:

- Implementation of the 8 PAUD standards for 3T areas should be given special treatment, among them some absolute minimum standards that must be met with can be met during the course of implementation
- Establishment of a team at the provincial government level or at the provincial UPT office (PP /BP-PAUD and Dikmas) which is specifically assigned to provide technical assistance to PAUD in the 3T areas.
- Priority given to inspectors, organisers, head teachers, teachers and PAUD clusters in the 3T areas to get involved in internship programmes.

3. Access and Participation: Who is enrolled in PAUD and who is not

3.1. What is currently meant to be

3.1.1. Who should be enrolled in PAUD services and at what age

As mentioned above, regulations of the Ministry are quite clear in terms of who is meant to enrol in PAUD services and at what age.

- **Posyandu** (not officially a PAUD service but one linked to closely to them) -- meant for children from birth through the age of five.
- **Taman Penitipan Anak (TPA)** – essentially a full-day day care service, often used by working families, and meant for children from age 0-6 years.
- **Satuan PAUD Sejenis (SPS)** – representing a range of “other” PAUD institutions, particularly Taman Posyandu or Pos PAUD and other entities which contain more than one PAUD service.
- **Kelompok Bermain (KB)** – Play Groups – officially meant for children aged 2 - 6 years but are primarily meant for children aged 2 - 4 years. They are also available for children 4-6 where TK, for reasons of cost or distance, are not available or where parents may prefer their more informal approach to the PAUD curriculum.
- **Taman Kanak-kanak (TK)** – kindergartens – officially meant for children aged 4 – 6 and are seen as focusing on preparation for/transition to primary school.

Primary schools are then meant officially to enrol children at the age of 7. Children aged six are able to enrol (although the understanding of what that means 6 or 6 1/2 years old is not clear) and even younger (aged 5) appear able to enrol with a letter of support from a “psychologist”, although given the lack of psychologists available to most schools, it appears that a letter from the head teacher can suffice¹¹.

3.1.2. Existing policies to guarantee inclusion

There are several policies – both national and local – which are meant to facilitate the inclusion of children in PAUD from population groups normally excluded from PAUD services. These include:

- Programs exist (e.g., the Yayasan Pertiwi in East Java) to provide financing so that **children living in poverty** can enrol in PAUD; some PAUD, as in disadvantaged regions such as Kupang, charge minimal fees (Rp 5,000 per month) and even ensure enrolment “gratis”.
- The Bantuan Operasional Pendidikan PAUD fund (BOP) of Rp 600,000 per pupil (now including children 3-6 years with a minimum of 12 pupils per PAUD service) essentially reduces costs which need to be paid by parents and therefore promotes increased access.
- The Directorate for the Development of PAUD has created reading books, which teachers read to children, in some 20 **mother tongues**, with some already supported by CDs of relevant music and dance. These are meant first to make PAUD programs more attractive and comprehensible to pupils and their families and also to support early “emergent” literacy skills in mother tongue.

¹¹ Ministry data indicated that for school year 2016/2017, over 2,400,000 children younger than 7 years were enrolled in primary school, almost 10% of the total primary school enrolment.

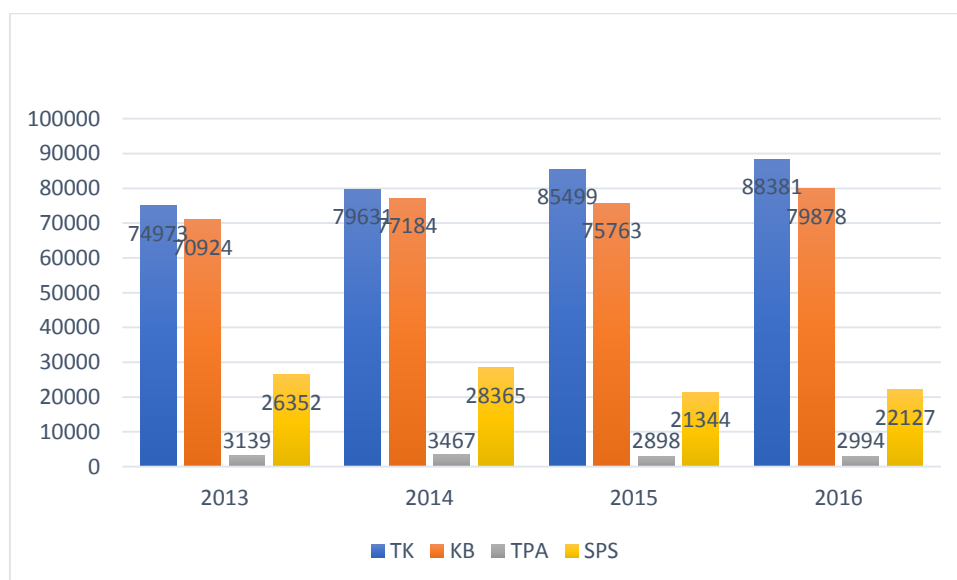
- Given the fact that more than 16,000 villages in Indonesia do not have any PAUD services, some districts have developed policies which prioritise establishing at least “one Desa-one PAUD” implying a focus on children in **remote and isolated locations**.
- Assessment instruments such as the DDTK are meant to identify early signs of **developmental delays and disabilities** and assist health services such as Posyandu and Puskesmas in ensuring that children who have special needs can enter PAUD services with appropriate support or can be enrolled in schools for children with serious disabilities.

3.2. Current status: Findings from the study

3.2.1. Basic data on PAUD

The official data in terms of the number and variety of PAUD services and enrolment in them have shown a steady increase from 2013-2016 in the number of KBs (up 13%) and TKs (up 18%) but a decrease in the number of TPAs and SPSs (see Figure 3).

Figure 3. Number of ECCE Centers by Type and Year



Source: PowerPoint presentation of the Directorate PAUD, March 2017

In terms of the Gross Enrolment Ratio for children of pre-primary school age (3-6), the trend has been a positive one from 65.16% in 2013 to 72.35% in 2016¹². This is calculated from the total number of children in PAUD services as shown in Section VI below (12,633,638 in 2016) and the children in the PAUD programs Raudatul Athfal (RA) of the Ministry of Religious Affairs (1,280,042) and divided by the estimated number of children 3-6 years old in the larger population (19,229,800).

3.2.2. Who is enrolled in PAUD, in what services, and at what age

Table 1 shows the number of children enrolled in the various categories of PAUD, by age (not including those enrolled in the RA). The total number of children enrolled in the TPA is quite small, a fact somewhat surprising given what is likely an increasing number of women in the labour force

¹² According to PAUD Statistics of 2015/2016, not including the RA, 67.73% of boys of the age group are enrolled in PAUD as compared to 72.50% of girls. In other terms, 50.6% of children enrolled in PAUD are boys compared to 49.4% who are girls.

and therefore able to benefit from full-day day care (if they could afford it). Note that some kindergartens are enrolling children younger than four years of age (who should be going to a KB) and that the number of children aged 5-6 in TK is almost twice the number of children of the same age in KB.

In addition, there are over 4 million children of PAUD age in SPS – the miscellaneous category of PAUD which includes a wide range of diverse services including Taman Posyandu/Pos PAUD and entities with more than one PAUD service under “one roof” (satu atap); e.g., an institution which covers children 1-6 years old (and is therefore not a KB) but with more services than provided by a TPA. One explanation is that many PAUD services, at the time of re-registering with the Ministry no longer fit the specific categories of PAUD and therefore opted to be registered under the more “miscellaneous” label of SPS.

Table 1 Number of children in PAUD 2016 (excluding RA)

| Age | TK/TKLB | KB | TPA | SPS | |
|--------------|------------------|------------------|---------------|------------------|-------------------|
| 1 | | | 9,248 | 208,806 | |
| 2-3 | | | 28,989 | 983,068 | |
| 4-6 | | | 36,310 | 2,997,383 | |
| 2-4 | | 1,894,167 | | | |
| 5-6 | | 1,869,858 | | | |
| <4 | 237,382 | | | | |
| 4 | 1,030,941 | | | | |
| 5 | 1,918,125 | | | | |
| >5 | 1,419,361 | | | | |
| Total | 4,605,809 | 3,764,025 | 74,547 | 4,189,257 | 12,633,638 |

Another issue important related to PAUD data relates not to the GER (the total number of children enrolled in PAUD compared to the mandated age range of PAUD) but rather to the participation rate (angka partisipasi) – the percentage of children of a certain age range in education (not dependent on the type of educational institutions). The calculation of this rate therefore includes children of PAUD age (up to 6) who are both in PAUD services and in primary school. As mentioned in the footnote above, some 2,400,000 children younger than 7 years were enrolled in primary school in 2016, with 2,193,863 of them 6 years old. If these are added to the estimated 2,432,978 children of 6 years enrolled in PAUD, the total of children aged 6 in some kind of educational institution (KB, TK, SPS, SD) is 4,626,281. If this is divided by the estimated number of children aged 6 in 2016 (4,769,000), the participation rate in education for these children is 97%.

3.2.3. The quality of the data

There are several issues surrounding the quality and accuracy of these data. These include the following:

- **Possible inaccuracy of the data.** There are many possible reasons for inaccurate data, especially in a field as diverse as PAUD. Many of these are listed below – but sometimes they just seem difficult to explain. In Banyuwangi District, for example, there were 92,247 children said to have been enrolled in all PAUD services in 2014. This was reported to have decreased to 40,204 (or 58,829, depending on the method of calculation) by 2016 – an unrealistic decline. No explanation could be provided for the difference.

- **The definition of PAUD categories.** The changing definition of the SPS over time has meant a shift in the classification of SPS, usually in regard to KB. In 2014, for example, 424 SPS were counted in Kupang District but only 287 in 2016 while the number of KB increased in the same time period from 2419 to 2825 in 2016. This could be natural decline and growth or a change in definitions and classification. For another example, although the number of children per PAUD service calculated from Table 1 and Table 3 above, are quite reasonable for TK (52) and KB (47) – and even for TPA (25) – it is not at all reasonable to calculate the same ratio for SPS at 189 children per SPS. What kinds of institutions are included under SPS and why they appear to have so many pupils in each SPS remain unclear.
- **Differences among data sources.** The data collected at the district level are often quite different from those reported at the central level. Thus, for example, according to the data published by the Directorate PAUD, the participation rate in PAUD for children aged 3-6 in Banyuwangi District in 2016 was 87% but the Welfare Statistics report for the same district for 2016 of the percentage of children aged 0-6 currently of formerly in PAUD was 35%. Similar figures for Kupang District were 88% and 24%, an even greater difference. Clearly, the populations compared are different, but the disparity between the two figures seems unreasonably large. On another scale and as mentioned above, the current GER for children aged 3-6 in Indonesia is said to be just over 72%. In 2014, the GER was reported by the Ministry to be 68% while the Global Monitoring Report on EFA, published by UNESCO, reported a GER for pre-primary education of 58%¹³.
- **Unregistered PAUD services and pupils.** However, the data are collected, they often do not count PAUD services which are unregistered (e.g., without an operational license/permission), either because they do not (yet) fulfil the necessary criteria for registration or, as in the case of PAUD supported by the SKB in Banyuwangi, because the license is provided to the central entity (the SKB) rather than to its affiliated PAUD services. In Kupang District, it was estimated that of some over 600 existing PAUD services, only 200 or so were registered with the Ministry and even fewer were linked into the Dapodik information system. This may be an exception, especially given the large number of small, community-based PAUD guided by the SKB (see below), but it does likely indicate that the number of PAUD centres and children enrolled in PAUD is even greater than currently reported.

3.2.4. Who is not enrolled and why

Although there may be doubts about the accuracy of the data concerning PAUD, it is clear that many children remain unenrolled. According to the calculations in Section VI, this includes 14,216 children aged 6 years old and 42,274 aged 5-6 who were not enrolled in either an SD or a PAUD in 2016. There is also an unknown number of children of this age living in the 16,000 or so villages without a PAUD service who go directly from their homes to the SD and therefore receive none of the child development and school preparation benefits provided by PAUD.

Children likely not enrolled in PAUD include the following:

- **Children living in poverty.** The most common reason mentioned for non-enrolment in (and sometimes non-completion of) PAUD is poverty. This has many dimensions – e.g., inability to pay whatever registration and monthly fees and other costs (e.g., uniforms) are required for enrolment, low parental education and low awareness of the usefulness of PAUD, and the lack of parental time to accompany their children to and from PAUD the service because of long and/or irregular working hours.

¹³<http://unesdoc.unesco.org/images/0024/002457/245752e.pdf>

- **Children with special needs/disabilities.** As in many countries of the world, children with disabilities are virtually invisible in Indonesia. With a few exceptions, notably an SPS in Banyuwangi with some 25% of its enrolled pupils with a disability, PAUD services observed did not welcome, let alone seek out, such pupils – in fact, in some cases encouraged families of such children to move them into Special Needs Schools (SLB) which would likely be too expensive for many of the concerned families. Even the provision of an additional Rp.1.5 million for every special-needs student enrolled in a PAUD service does not seem to lead to higher enrolment – perhaps because even that amount might not be enough to cover the additional costs (renovations in the PAUD building, extra training for teachers – or extra teachers) enrolling such a student would entail. On the other hand, families with these children were also said to be ashamed (“malu”) to send their children to PAUD/school or were fearful that they would be teased or abused. Whatever the reason, the enrolment rate of such children was far below their likely percentage of the given population.
- **Children in living in remote and disadvantaged regions (3T).** Indonesia has a special term – 3T – for regions which are farthest away (terluar), disadvantaged (tertinggal), and/or “in front” or “on borders” with other countries (terdepan). These regions are generally not only poor but also isolated and with small populations, making it especially difficult to provide them PAUD services, especially TK. These villages likely make up most of the 16,000 without any PAUD service.
- **Children of ethnic/linguistic minorities.** Indonesia has many local languages with the unifying language of Indonesian. But there are many marriages between people with different language backgrounds so they use Indonesian in daily life. But in a monolingual family, a child has probably always heard and spoken the local language. So, there are many children who speak their mother tongue when enrolled in PAUD. In the three case studies, most PAUD teachers do not mind dealing with children in their mother tongue although Indonesian is predominantly used.
- **Children lacking proper documentation.** The extent of the problem of children in Indonesia who lack birth certificates and/or are not included in “family cards”, which are official lists all members of a family, has not been clearly assessed¹⁴. Even less known is the extent to which this is a hindrance to enrolment first in PAUD services and then in primary school. This is often a problem of distance from homes, where many births still occur, to the government entities meant to register these births and fill in the family cards, the cost of the process, or neglect or a lack of awareness of the importance of such documents. In Kupang, it was also said that in the not infrequent case of parents not having been officially married (in the church), their children could not easily receive documents they needed. To do so seemed to require a number of different steps taken by the family, village leaders, and government offices.
- **Children “left behind” by migrant parents.** Another challenge to enrolment and successful completion of PAUD, and one barely studied, is the absence of one or both parents who have migrated, seasonally or more long-term, either to larger Indonesian cities or abroad. Again, the extent of this problem is not clear.¹⁵

¹⁴ UNICEF estimated in 2015 that only 58 per cent of children under five years old from rural areas are registered, compared to 76 per cent in urban areas. https://www.unicef.org/indonesia/Palm_Oil_and_Children_in_Indonesia.pdf

¹⁵One estimate was that there were about 5.5 million people migrating inter-province during 2005-2010; this number has been increasing and does not count what are likely many others who are migrating outside of Indonesia. Impact of Migration on the Left-Behind Children in Indonesia. NikenKusumawardhani&NilaWarda (The SMERU Research Institute). http://www.smeru.or.id/cpsp/Paper,%20Abstact,%20CV/0203_Niken-abstract.pdf (no date).

3.3. Options and recommendations to enhance participation

Given these challenges to increasing enrolment in PAUD towards universal participation by 2030, a number of recommendations should be considered by the government to meet these challenges:

- **Reduce or eliminate the costs of PAUD to poor families.** Some programs already exist (e.g., the Yayasan Pertiwi in East Java) which make it more possible for poor families to take advantage of PAUD, and in some cases PAUD services in poorer regions (such as in Kupang) are provided “gratis”, or, at most, poor parents are not compelled to pay even the low fees which some of these services request.
- **Mandate the enrolment of children with special needs in PAUD programs.** In Banyuwangi, the district government has published a “regent’s regulation” (PerBup) which mandates that all schools at all levels must be willing to accept children with special needs and provides support to these schools to ensure that they can handle the extra challenges such children present.
- **Develop models of “small” PAUD services for remote and isolated areas.** As mentioned in the policy recommendations above, just as the primary education system has developed a “small school” model with a focus on multi-grade teaching for remote areas, it would be useful for the Directorate PAUD to develop various models to reach the most difficult to reach.
- **Promote the use of mother tongue in PAUD services,** expand the number of languages for which PAUD learning materials are being developed, and widely disseminate those which already exist.
- **Simplify procedures to ensure that children are “official”** – that they can get birth certificates, get entered into Kartu Keluarga, and easily enrol in PAUD services.
- **Implement research into the extent and implications of parental migration, both internal and international, on “left behind” children** in order to better understand the disadvantages they may face being raised by other caregivers (usually grandparents) and the ways in which PAUD services may need to provide extra efforts to overcome these disadvantages.
- **Develop clear standards for the collection and analysis of PAUD-related data** at all levels of the system in order to ensure that one set of accurate data is available to all PAUD stakeholders for planning, monitoring, and evaluation purposes.

4. Quality: Inputs, Processes, and Outcomes

4.1. What is currently meant to be

4.1.1. Quality standards

4.1.1.1. Minimum service standards

Indonesia's National Education Standards (SNP) are the minimum criteria regarding the quality of the nation's education system. SNP serve as the basis for planning, execution, and monitoring of education in order to attain higher quality and have been planned in a purposeful and sustainable way in accordance with the demands faced by Indonesian in regard to ongoing and future local, national, and global changes.

4.1.1.2. Accreditation indicators

Education quality assurance and control are in accordance with the National Standards stipulated in Government Regulation no.32 of 2013 article 2, paragraph 2, while Chapter 1 verse 33 states that an independent evaluation body should assess the quality of for education programs and non-formal education units (PNF). Regulation of the Minister of Education and Culture 59 in 2012 set up an independent evaluation body with the name of the National Accreditation Board (BAN) PAUD and PNF. BAN PAUD and PNF carries out accreditation assisted by Provincial Accreditation Boards for PAUD and PNF with reference to the national standards as follows: (1) the level of achievement of child development; (2) content - the structure of the curriculum by theme and sub theme (including the amount of time per day per age group and staff-child ratios); (3) process - planning, implementation, monitoring and evaluation of teaching and learning; (4) teachers and education personnel - teachers and assistant teachers, organisers and managers of PAUD services, and inspectors/ supervisors; (5) infrastructure and equipment/materials - physical space suitable to educate, care for, and protect children of relevant PAUD age groups; (6) management - program planning, program organisation, work plan implementation, and monitoring; (7) financing - including both operational and staff costs; and (8) evaluation of the process and results of teaching and learning - including evaluation techniques, instruments, implementation, and the reporting of evaluation results (*Instrument PAUD, BAN PAUD & PNF- 2015*).

4.1.1.3. STPPA

The Standards for the Level of Development Achievement of Children (STPPA) lay out clearly what competencies, knowledge, and skills children at different ages (from 0-3 months to six years) should demonstrate in six areas of development, namely: (1) religion and morals; (2) cognitive development; (3) language development; (4) social emotional development; (5) physical-motor development; and (6) art. These six aspects of development are based on the characteristics of the child, the child's needs, and stages of development as well as the local culture. A PAUD curriculum linked to these different age levels has been developed for the various PAUD services to ensure that children are provided the experiences necessary for them to attain the desired standards.

4.1.2. Quality improvement policies and programmes

4.1.2.1. Teacher/educator professional development

The quality of PAUD services can be enhanced by providing educators who are fully and well qualified. The pedagogic ability of PAUD educators is one of the keys to success for PAUD. Therefore, since 2009 the government has issued an early childhood education qualification license for PAUD teachers issued by various universities including the Open University. Based on the results of the accreditation report of the BAN for higher education, in 2016 there were 78 universities (PG PAUD) which have been accredited in this field of study.

4.1.2.2. Facilities and equipment

Standards for learning tools and educational games (APE) for PAUD must be complied with, namely: conformity of the APE with the children's age, the adequacy of APE for the number of children served, a variety of learning tools, and conformity of the APE with the objectives to be achieved considering the local social and cultural environment.

4.1.2.3. Curriculum, books, and teaching-learning materials

Regulation of the Minister of Education and Culture of the Republic of Indonesia No.146/ 2014 pertaining to the 2013 Early Childhood Education Curriculum, as referred to in paragraph (1) consists of: a) Curriculum Basic Framework, b) Curriculum Structure, c) Guidelines on Early Detection of Growth, d) Guidelines on Development of Education Unit Level Curriculum, e) Guidelines on Learning, f) Guidelines on Assessment and g) Educator's Handbooks The curriculum implemented by PAUD is the Unit Level Curriculum (KTSP) which contains Document 1 (core competencies) and Document 2 (basic competencies), including a vision, a mission, objectives, content learning, an academic calendar, a semester program (Prosem), a weekly lesson plan (RPPM), and a daily lesson plan (RPPH). The KTSP achievement indicators refer to the indicators of STPPA achievement. (*Permendikbud 137 2014 about Curriculum 2013*).

4.1.2.4. Healthy PAUD environments

Based on Presidential Decree No. 60 of 2013, PAUD programs should provide holistic services that integrate education with health, nutrition, care, nurturing, and protection using an interactive approach which is inspiring, fun, contextual and child-centered.

4.1.3. Quality assessment procedures

4.1.3.1. Accreditation

The PAUD accreditation procedure, as discussed in Section II, can be seen in the PAUD accreditation requirements: the service has an operating license and has operated for two years and has a certificate of incorporation, a legal infrastructure, NPSN listed in Dapodik, minimum number of 20 students, and at least one educator with S1 qualification or who has completed PAUD training. Once the requirements are fulfilled, the accreditation process is carried out in accordance with the procedure.

Procedures for the accreditation submission include: 1) self-evaluation, 2) applying to BAN through the Provincial Accreditation Board (BAP), 3) preliminary document assessment by BAP, 4) a desk assessment, 5) a field visit, 6) validation/verification, 7) designation of accreditation status by BAN, 8) an announcement of this status through the BAN website (www.banpnf.or.id), and 9) a BAN certificate of accreditation.

4.1.3.2. Local supervision/support (penilik/pengawas/gugus)

To maintain the quality of PAUD services, supervision conducted by a school supervisor (pengawas TK) and overseer (penilik PAUD) is required. According to Peraturan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 38 Tahun 2013 Tentang Petunjuk Teknis Jabatan Fungsional Penilik dan Angka Kreditnya, the key task of the pengawas TK is to monitor a TK's academic program and management. In contrast, the penilik PAUD has the duty and function as the technical officer for quality control and evaluation of the PAUD program (TPA, KB, and SPS). Pengawas TK dan penilik PAUD are career positions that can only be occupied by civil servants (Pegawai Negeri Sipil/ PNS).

The purpose for establishing the Gugus PAUD in 2011 was to improve the performance of education supervisors, teachers and education staff in managing PAUD programs professionally, effectively and efficiently. The Gugus PAUD has a strategic function in terms of sharing information and experiences especially related to improving the quality of PAUD services. Gugus PAUD, which is a collection three to eight PAUD institutions, also serves as a teaching workshop in order to develop the creativity of PAUD teachers. At the sub-district level, the Gugus Activity Center (PKG) was established to help coordinate and support the work of the gugus (*Pedoman Pembentukan Gugus PAUD, 2011*).

4.1.3.3. Child development assessment

There is not yet one single instrument in Indonesia which can assess achievement of the STPPA and therefore progress in a child's development from birth through the age of 6. One instrument, the Early Detection of Growth (DDTK), includes assessment of physical and mental health including: (1) weight; (2) height; (3) head circumference; and (4) head examination (hair, eyes, ears, nose, mouth, teeth). Child development is also assessed including aspects of the thinking process (cognition), language, emotional development including emotional control and self-reliance (interacting with others), and physical-motor development of gross and fine motor skills.

Another tool used at the Posyandu is the Healthcare Card (*Kartu Menuju Sehat* or KMS) or KIA Book which monitors a child's weight gain and immunization records and contains notes on other important health issues. In simple terms, the weight gain is monitored by plotting the results of weight measurement on the KMS curve. There are two things to note: the location of the point for the current measurement (yellow ribbon, green, or below the red line) and the comparison of the final measurement results with the time of monitoring. Ideally, monitoring is conducted monthly, and from one result to the next, weight gain occurs. If there is no weight gain, then the cadres or PAUD teachers should be suspicious and ask the parents about the child's condition.

Child development is also monitored by using a tool called the Child Development Screening Questionnaire (KPSP). This questionnaire is in the guidelines drawn up by the Ministry of Health (MoH) and should be used by interviewing the caregiver of the child. It consists of 10 questions where each answer is given a score of 0-1 according to the ability of the child. There is a minimum score limit which indicates whether a child should be declared potentially problematic or not. This questionnaire is designed to be used by health cadres/lay people who are not health workers. Then if a problem is found, the child can be referred to a health centre/health care providers nearby. The frequency of observations of child development varies. It is every three months for the first year until the age of 3 after which it is every six months.

Child Development Cards (KKA) are, in principle, almost identical to the monitoring guidelines for child development, but they use a scoring system plotted on the child development KMS. Since 2015, KKA production is delegated to the districts/cities. In these guidelines, also issued by the MoH,

there is monitoring of the mental and emotional health of children aged 3 years and over. The MoH also has issued guidelines for monitoring the functioning of a child's eyes and ears.

4.2. Current status: Findings from the study

4.2.1. Perceived/actual differences between PAUD-TK and PAUD-non-TK

Non-formal PAUD is seen as having an important role in optimizing the quality of the development of children's potential during the first 1,000 days after their birth in meeting the HI PAUD standards through educational stimulation integrated with nutrition, health care, and child protection. From birth up to four years is referred to as the golden age which is when the fastest period of brain development occurs; the impact of the quality brain development in these early years can endure throughout a lifetime.

Formal PAUD, through kindergarten, is also seen as having an important role because between the ages of 4 and 6 it is necessary to get access to quality early childhood services to support the readiness of children to enter primary education (SD/MI/or the equivalent). At this age, character education should be strengthened so that a child can grow to be a person who is trusted, responsible, fair, respectful, and caring and who loves and defends the homeland.

Non-formal PAUD activities can start anywhere such as starting from the garage of a household, the village office, the veranda of a mosque, the church porch etc. and can generally be inexpensive. Meanwhile, formal PAUD activities require a place according to the requirements, so generally it is more costly and the families must pay higher fees. Changes in the use of the terms formal PAUD and non-formal PAUD have been affected by changes in the MoEC structure and are not fully understood by parents. There is a confusion regarding terminology with the use of the words formal and non-formal which makes parents tend to choose the formal one. Thus, in Jambi and Banyuwangi, many children left the KB and entered a TK at the age of 4 or 5, despite it often being more distant from their homes and more expensive for their parents. In Kupang, on the other hand, the KB's perceived greater focus on play rather than more formal learning made it the more popular choice of parents for their children, even if a TK was nearby.

4.2.2. The quality of teachers/facilitators, educators, and managers

According to the data for 2015/2016, 50.7% of kindergarten teachers have less than bachelor's degree education, the rest (49.3%) are graduates with bachelor's degrees or higher. 51.91% of principals and kindergarten teachers are considered eligible to teach, meaning that almost half of the principals and teachers of kindergarten are considered unfit in this respect. For KB/TPA/SPS, the majority of teachers (60.8%) have a high school education (SLTA) and only about 23.7% have bachelor's degrees. Some even have only a junior high school education (5.7%).

The field visit data (see Table 2) show rather more of the TK teachers with an S1 or more – 77% – and even 65% of the KB teachers with an S1 or more – a rate more than twice as high as the national data indicate. Many of these (around 20%), however, received their S1 in a field other than PAUD.

Table 2 Academic Qualifications of Field Visit Respondents

| Qualification Level | TOTAL | | TK | | KB | |
|-----------------------|-------|------|----|-----|----|------|
| SMA/SMK | 25 | 28% | 10 | 21% | 9 | 35% |
| D3 | 1 | 1% | 1 | 2% | 0 | 0% |
| S1 (Unspecified) | 34 | 39% | 26 | 54% | 6 | 23% |
| S1 Non Education | 8 | 9% | 3 | 6% | 5 | 19% |
| S1 Education Non PAUD | 7 | 8% | 3 | 6% | 3 | 12% |
| S1 PAUD | 12 | 14% | 5 | 10% | 3 | 12% |
| S2 | 1 | 1% | 0 | 0% | 0 | 0% |
| Total | 88 | 100% | 48 | 99% | 26 | 101% |

The lack of PAUD educators who have S1 qualification in early childhood becomes one of the problems faced in improving the quality of PAUD¹⁶. Ministry of Education and Culture have specific policies to tackle this problem by holding a tiered training (diklat berjenjang). The training starts from the basic training conducted for 48 hours. Basic training is done at the level of districts / cities with the allocation of 20 hours of theory and 28 hours of practice. At the provincial level, there is also training at the intermediate level, while national level training is more advanced. With this training, it is expected that early childhood educators who do not have the educational background can improve their competencies.

Almost all respondents in the field visits had become PAUD teachers on their own initiative, starting with high school graduates, PGTK or bachelor's degrees in non-PGPAUD majors. Some started from being Posyandu cadres or applying directly to foundations/PAUD institutions. Of the more than 50 TK and KB teachers interviewed, 84% were trained as PAUD teachers but some others had not received any training as PAUD teachers. Training provided by the Office of Education focus on learning methods, PAUD learning materials, curriculum training and preparation of PAUD learning plans, games/manipulation, and children's development. There are still many teachers who have not received training on PAUD standards, so most of the respondents did not understand them.

PAUD teachers who are members of HIMPAUDI and IGTKI also assist PAUD teachers in implementing PAUD in the form of mentoring conducted in meetings of the cluster activity centers (PKG) once a month. While not yet apparent, the role of HIMPAUDI in helping PAUD teachers is to prepare the facilities and infrastructure of early childhood institutions. This is different from the role of GOP TKI in assisting PAUD teachers in preparing educational games for kindergartens which are very helpful in improving the quality of early childhood services. The Education Office also collaborates with the Department of PGPAUD and the Open University in the form of an MOU for the PAUD teacher scholarship programme as well as continuously encouraging PAUD teachers to increase their education to PGPAUD undergraduate study at their own expense. The lack of mentoring and supervision personnel such as PAUD supervisors, kindergarten supervisors, SKB teacher mentors (*Pamong SKB*), and *Pamong BPKB* who understand about early childhood education also greatly affects the still low quality of early childhood services.

¹⁶ In response to a discussion at the final workshop, it was calculated that there are 142,542 TK teachers and 180,746 KB/TPA/SPS teachers who do not yet have a S1 degree – although some may be in process. Funds to ensure all of these attain the S1 (e.g., from the Open University) would total over Rp. 4 trillion at Rp. 1,600,600 per semester over eight semesters. It might easily be assumed that half of this cost would be borne by some level of government and/or PAUD operators and half by the individual PAUD teacher.

In the examples provided by the three case studies, there is no uniformity of either managers, principals or teachers in monitoring children's health status including growth status. Routine implementation was not found in the three districts/cities. Training for teachers on health issues is also not accepted by all teachers and managers of PAUD. According to some observations, there are health centres that carry out the children's growth monitoring function by visiting PAUD, but some are not doing it. Unfortunately, it is also difficult for teachers to get feedback about the results of monitoring growth and development.

In addition to monitoring the growth and development of children, the supervision of environmental health, water supplies, sanitation facilities and food snacks should also be one of the main tasks of a Puskesmas. The role of the private sector might also be increased. Doctors, nurses and midwives who have a private practice can be involved by the Puskesmas in monitoring the children's development. Of course, the Puskesmas can pay attention systematically to how the private sector parties involved are remunerated.

A final note: In Banyuwangi District there are 3 male PAUD teachers. They graduated from SPG TK and were appointed as civil servants (i.e. public employees). In Kupang District there are 10 male PAUD teachers. In Jambi City, as of yet, there are no male PAUD teachers. In the three study locations, no efforts were being made to attract the attention of men with regard to becoming PAUD teachers -- the assumption being that it is the man of a family who has to earn a living which cannot be done through the low level of salary generally available to PAUD teachers.

4.2.3. The quality of facilities, equipment, and teaching-learning materials

According to national data, only 35.3% of KB/TPA/SPS institutions own the buildings in which they operate; the remaining institutions borrow their premises and 67.2% of those have buildings of good quality (undamaged) while the rest are less than suitable. In the limited number of PAUD visited during the field visits, between 70% and 90% of the respondents indicated that their institutions had a clean toilet, a play area, hand washing facilities and clean water, a closed rubbish bin, and some kind of health facilities available. Observations, however, show a different story with the provision of water and sanitation facilities having not been standardized and not being part of observation and feedback for PAUD managers. Safety standards for PAUD students, in terms of building facilities, are not the same. Teachers may also be unprepared to give first aid in cases of accidents, due to the unavailability of PPPK facilities. In one example from the case study, one PAUD teacher made a bucket of water and a faucet available to encourage the habit of handwashing, but the soap provided was for cleaning floors.

Many respondents indicated that the PAUD standards that are difficult to meet are the standards of facilities, infrastructure and financing. Playgroups, for example, are generally still very simple, with playground surfaces that are still just earth, educational games that are mostly made from second hand or natural materials and inadequate learning materials. 65% of the respondents indicated that they do not have enough educational games, and 70%, that their learning materials were inadequate (see Tables 3 and 4). And for about 50% of the KB, the rooms do not meet the minimum size of 3m² per child, there is no teacher's room, no room for the principal, and no UKS room (first aid post). In the kindergarten institutions in general the rooms comply with the minimum size of 3m² per child, and there is a teacher's room, a principal room, and a UKS Room.

Table 3 Opinions concerning adequate quantity of toys/games in PAUD classrooms

| | Number of Respondent | Percentage |
|-------------------|-----------------------------|-------------------|
| Enough | 8 | 35% |
| Average ("so-so") | 1 | 4% |
| Not enough | 14 | 61% |
| Total | 23 | 100% |

Table 4 Opinions concerning adequate quantity of teaching-learning materials

| | Number of Respondent | Percentage |
|-------------------|-----------------------------|-------------------|
| Enough | 7 | 30% |
| Average ("so-so") | 3 | 13% |
| Not enough | 13 | 57% |
| Total | 23 | 100% |

4.2.4. The quality of the curriculum

The PAUD curriculum is a national standard that teachers should deliver to their students. While the curriculum is relatively easy to understand, the most difficult things to develop, especially for new teachers and those who have not received training, are the Curriculum Development Guidelines which contain the Semester Program Planning (Prosem), Weekly Implementation Plans (RPPM) and Daily Learning Implementation Plans (RPPH) (). In the implementation of the curriculum, the principles of early childhood learning require that attention should be paid to learning through play, an orientation towards child development, a child-centred approach, active learning, and an orientation towards the development of character and life skills, supported by a conducive and democratic environment and the utilization of learning media, learning resources and resource persons drawn from the surrounding environment.

There were some teacher respondents who were disturbed when preparing the curriculum as it could not match the principles mentioned above due to the demands of parents for their children to be taught to read, write, and count (*calistung*). In fact, using the principles of early childhood education will encourage the optimal development of children's potential in the environment and the process of meaningful learning experiences comprising spiritual attitudes, social attitudes, knowledge and skills so that children are ready to continue with their learning. The more creative respondents prepared the curriculum jointly in PAUD clusters (*gugus*) such as those conducted in Banyuwangi District, so that each PAUD institution can have an Early Childhood Learning Plan for 1 (one) academic year. Unfortunately, however, as of now there have been no PAUD teachers working in cooperation with primary school teachers to discuss each other's curriculum in order to facilitate children through their transition from early childhood education to primary school.

4.2.5. The nature and quality of interaction/teaching-learning

Observations of PAUD services during the three field studies showed a wide range of teaching-learning styles. In general, the focus on play-based learning was maintained, with children sitting on the floor or in small groups, moving from one learning centre to another, with games and learning materials, if not always enough or of good quality, in use. As children got older, however, and more often in the TK, the nature of the interaction became somewhat more formal – seldom

with desks and chairs, but more often with structured, more teacher-dominated methods that sometimes included a greater focus on literacy and numeracy.

The process of brain development of children from birth up to the age of 4 has high potential to absorb language skills. Who it is that cares for the child will have an effect on its life that can last a long time. In Jambi, the use of the local mother tongue is combined with the use of the Indonesian language; the mother tongue is Malay which happens to be similar to Indonesian. In Banyuwangi District the language of instruction is Indonesian and some children use their mother tongue. In Kupang District the language of instruction that is used for daily activities in PAUD institutions is often Indonesian because throughout the area there are several mother tongues spoken in other words, the mother tongue is still used in many PAUD institutions, especially orally although reading books have now been prepared by the Directorate of PAUD in some languages.

4.2.6. The nature and quality of pupil assessment mechanisms

The major pupil assessment mechanisms used in PAUD centres are daily, weekly, and monthly reports filled in by teachers for each child – which are then compiled and feedback to parents, usually every semester. These are meant to be based on the major categories of child development found in the STPPA. Almost 50% of the respondents interviewed during the PAUD observations indicated that the format they used for these assessments did not come from the Dinas Pendidikan (there is no standardised STPPA assessment tool) but rather from other organisations (presumably the yayasan which support them), developed their own format, or did not use one.

In addition to these PAUD-based mechanisms, there are others developed mainly through the Ministry of Health. Early Detection of Child Growth (DDTK) is an effort to identify barriers to growth and development in children through observation and interviews with parents; these may include barriers to concentration, difficulty interacting with others, and crying easily or often getting angry if their wishes are not met. Observations of the learning process take place which includes physical growth, attitudes and the behaviour of children. Interviews with parents made at the time the child enrolls are also meant to provide information if, during the learning process, teachers find growth and development that is incompatible with given ages. If a barrier to development is found, parents and teachers need a common understanding for further action to be taken.

Detection of child growth refers to a child growth guide and it is monitored using a tool developed by the Ministry of Health covering the Healthcare Card (*Kartu Menuju Sehat* or KMS), BB/TB table and head circumference measurement. A KMS is provided in the KIA book. Basically, the toddlers covered in Posyandu have KMS. Data on people having KMS cards exist only in Jambi but it is not known whether children from PAUD have KMS or not. There are no data on how many children aged under five have a KMS and who are in PAUD.

There is training for cadres on measuring height, weight and DDTK, but not all cadres get training. Some PAUDs report that DDTK is carried out regularly by Puskesmas, but there are some where it is not. It has been clearly declared by the NTT Provincial Health Office that there should be cooperation with the MoEC, and some degree of collaboration in the Provinces of East Java and Jambi is able to take place due to the regulatory support of the governors.

4.2.7. The nature of quality assessment and improvement policies and programmes

BPKB/BP PAUD and Dikmas are located at the provincial level and have the duty and function of developing the programme and the quality of PAUD and community education (Article 2 paragraph 1 Regulation [Permendikbud] No.5/2017). The Learning Activity Center (SKB) is located at the district

level. UPTD is located at district level and is assisted by PAUD inspectors and kindergarten supervisors. All of the components above cooperate with each other in developing PAUD institutions by developing the PAUD programme, mapping PAUD quality, scheduling PAUD supervision, facilitating the preparation and implementation of PAUD programmes, developing PAUD resources, implementing partnerships related to PAUD and dealing with administrative affairs (Article 2 paragraph 2 Permendikbud No. 5 Year 2017).

In PAUD observations in the three case study areas there are several strengths and weaknesses. Table 5 shows the extent of monitoring thorough sponsoring yayasan and by the penilik and pengawas among the PAUD services observed in the field. As one might expect, supervision by the sponsoring Yayasan or manager/operator was more frequent than supervision by the PAUD/TK supervisor (almost 25% had never been visited) -- in some cases, as discussed below, because of a shortage or absolute absence of such supervisors.

Table 5 Whether the PAUD has ever been supervised by its Yayasan or Operator (pengelola)

| | Number of Respondent | Percentage |
|-------|----------------------|------------|
| Yes | 14 | 88% |
| No | 2 | 12% |
| TOTAL | 16 | 100,00% |

Table 6 Whether the PAUD has ever been visited by a supervisor (peniliki or pengawas)

| | Number of Respondent | Percentage |
|-------|----------------------|------------|
| Yes | 13 | 76% |
| No | 4 | 24% |
| TOTAL | 17 | 100% |

Some examples of PAUD monitoring: In Talanaipura Sub-district, Jambi City, the Head of UPTD plays an active role by conducting monthly teacher-teacher meetings so that PAUD institutions in Talanaipura Sub-district can run smoothly and grow rapidly. A variety of PAUD institutions have emerged, namely TPA and SPS, despite the fact that the sub-district does not have its own inspectors and supervisors (and its inspectors and supervisors of kindergarten also work in other sub-districts). In Giri Sub-district of Banyuwangi District, PAUD inspectors play an active role in providing support and guidance to PAUD institutions through cluster activity centers (PKG) so that each institution has a PAUD Learning Plan for one academic year consisting of a Semester Program (Prosem), Daily Learning Implementation Plans (RPPH) and Plans of Implementation Weekly Learning (RPPM).

In Kupang District, the SKB teacher mentors (*Pamong*) play an active role in fostering PAUD institutions including those that have almost been closed by their managers. Thanks to the mentoring and guidance of the *Pamong*, about 100 PAUD institutions in Kupang District were able to be saved even though, up until now, these PAUD have not yet been accredited because they have not yet been entered into Dapodik. It is very clear that, if the staff of BP PAUD and Dikmas, SKB, UPTD, kindergarten inspectors and supervisors understand PAUD and are able carry out their duties and functions, the extension and development of PAUD quality will be achieved.

4.2.8. Parental and SD expectations concerning calistung

Many teachers and PAUD personnel, as well as PAUD partner organizations in the field sites, already understand the contents of the STPPA Indicators of Achievement of Early Childhood Development

of Birth - 6 Years contained in the Regulation of the Minister of Education and Culture No.146/2014 pertaining to Curriculum 2013 Early Childhood Education. This regulation makes clear that learning in PAUD still prioritizes the principle of learning through play. Learning indicators for children aged 4-6 years in regard to early reading (pre-literacy skills), writing, counting (*calistung*) are being introduced where the learning while playing approach is still used. Indeed, in the notes on the indicators it is mentioned: The meaning of the word writing is not a stimulation that leads to forcing children to do *calistung*.

The results of the study indicate that children who have the opportunity to follow the above process are in an environment and process that support the success of their transition from PAUD, and they will be ready in terms of spiritual and social attitudes and their readiness to receive knowledge, to learn skills and to enter and succeed in primary education. But in reality, there are still parents who do not have the awareness to send their children to PAUD because they do not understand the importance of early childhood education. The main obstacle is parents who rush to put their children into primary schools prematurely (before the age of 7) or who demand that PAUD institutions should be teaching *calistung*, often because there are primary schools that require children to master *calistung* before entering their school.

It is apparent that there is no communication between PAUD teachers and primary school teachers to discuss their own curricula so that there is continuity in providing services to PAUD children who are in transition to primary school; with a few exceptions in some of the sites, there are no visits from one level of schooling to another and no knowledge of the respective curricula. And from the provincial level, there is no rule that PAUD teachers should cooperate with primary school teachers.

4.3. Options and recommendations to enhance quality

Given the achievements but also the remaining challenges in the process of enhancing the quality of PAUD, several recommendations follow:

4.3.1. Urgently develop the Standar Pelayanan Minimum for PAUD

- The 8 (eight) Minimum Service Standards should be created and adjusted to local conditions and need to be expanded by incorporating parenting standards if they are to achieve PAUD HI.
- PAUD service standards need to incorporate an approach to preparing children for admission to school by learning through play.
- Other products that are also important are standards for the dissemination of information and a check-list for observations of the quality of PAUD HI that are conducted periodically and continuously.
- The local governments of 3T areas should be able to establish a PAUD service with a number of students that is less than the minimum requirement. The target of each village should be to have 1 PAUD institution for each age group, preferably with at least 10 people, and with whatever facilities are available,

4.3.2. Ensure that the PAUD and SD early grade curricula are synchronised

Learning in PAUD is non-academic with an approach that refers to the 6 aspects of the scope of development based on the characteristics and needs of children, while in the early classes of primary school, learning is more academic and refers to the subject matter in the form of knowledge. In order to bridge these differences:

- Information about the nature of learning in early childhood and in primary school needs to be disseminated and understood by way of cooperation between PAUD and grade 1 primary school teachers' groups (KKG).
- The ministry should develop cross-directorate cooperation in aligning the curricula of PAUD and primary school so that they are aligned and seamlessly continuous in terms content, pedagogy, and the stages of child development.
- Parenting activities should also be created according to a 'curriculum' which links parenting at the level of PAUD with parenting at the level of primary school. In this, the selection of facilitators of parenting activities should be considered in accordance with the given material. If PAUD teachers have to functions as these facilitators, peer educators among the parents might be able to provide assistance.

4.3.3. Review the curricula of PG PAUD and the Diklat Berjenjang program to ensure proper attention to the full range of PAUD HI components

In terms of university study, as is generally the case, one needs to distinguish between high school graduates who have recently become trainee PAUD teachers and those who never got their SPG-TK (bachelor's degree) or have been PAUD teachers and have received some training. In order to achieve the highest possible number of teachers who are graduates, those who have experience more than five years should be able to gain recognition of prior learning (RPL) so that they do not have to study all the materials for four years. Of course, the implementation of this RPL scheme needs to pay attention to any placement test being adequate and valid so that RPL graduates are of the same quality as those who have been in full-time education for four or five years.

In the implementation of university education, it is necessary to have laboratory schools that meet all PAUD standards where university lecturers can develop their professional abilities in the field. Practical experience in a laboratory school is important for trainee PAUD teachers as well as for their lecturers. PG PAUD must also help their trainees assess the readiness of a school by looking at the real conditions in the field.

For trainee teachers who pursue their bachelor degree by way of independent education through the Open University, it is necessary to have regular supervision that pays attention to the trainee teacher's ability. Since PAUD and its teachers have reached almost all parts of Indonesia, the supervision by peer groups can also be empowered including supervision by professional organizations (HIMPAUDI and IGTKI). Independent education supervision is important in achieving the professional standards of PAUD teachers.

In terms of specific recommendations:

- The curriculum for PAUD teacher education (PG PAUD) needs to include parenting, holistic and integrative early childhood education (PAUD HI) and (non-calistung) primary school readiness programs. PAUD teacher trainees need to be explicitly trained in the teaching of "emergent" or pre-literacy/numeracy skills.¹⁷
- The competence and education level of PG PAUD graduates should be set in order to meet the needs of PAUD institutions.
- PAUD institutions and PAUD clusters should be partners of PG PAUD training institutions.

¹⁷ At the same time, as was pointed out in the final workshop, teachers of the early grades in primary school also need to be taught these skills in emergent, pre-literacy and how to move from these skills to mastery of literacy. A continuous curriculum from PAUD services to primary education is essential in this regard.

- The tiered training curriculum (Diklat Berjengang) needs to be made so it is oriented towards improving the quality of PAUD teachers and towards practical education that can be directly implemented. It must be provided by an accredited institution in accordance with the stipulations laid out by MoEC.
- Access to PG PAUD education at bachelor's degree level can be obtained with the standard 144 credits (SKS), either face-to-face in class or by distance learning with the Open University.
- Access to PG PAUD education at bachelor's degree level should also be assisted through recognition of prior learning (RPL) in accordance with Regulation (Permenristekdikti) No.73/2014 which enables universities to create programmes intended for PAUD teachers to obtain bachelor's degrees.
- In drawing up a roadmap for PAUD, the number of universities that produce PAUD teachers with bachelor's degrees who meet the accreditation requirements/standards for PG PAUD needs to be taken into account.
- In improving the education of PAUD teachers, it is necessary to take into account the existence of laboratory schools that meet all PAUD standards where PG PAUD lecturers can also develop their professional abilities. PG PAUD should also use PAUD institutions as laboratories.

4.3.4. Explore the range of child development instruments

It is important to explore the range of child development instruments used currently or in the past both in Indonesia and in Southeast Asia and develop one locally validated instrument for children 0-6/8 to be used by Posyandu, TPA/SPS, PAUD, TK, and into the early grades of primary school. The use of a tool for watching a child's growth has been developed by the Ministry of Health in the form of SDIDTK and in the form of the KIA book which can be used by lay people including parents. These tools should be strengthened by ensuring their synchronisation with the STPPA developed by the Ministry of Education and Culture.

4.3.5. Promote non-calistung philosophy of PAUD

Efforts at all levels of society and especially through local media and personalities should be strengthened in to promote the play-based, non-*calistung* philosophy of PAUD; i.e., dissemination of information about early childhood education by focusing on children's holistic development which is done in the form of play and not focusing on reading, writing, and arithmetic. This dissemination can use many channels, such as Bunda PAUD, cadres, posyandu and religious institutions. In particular, dissemination of this information should also be carried out in primary schools by the Department of Education.

4.3.6. Ensure SD early grade teachers understand PAUD curriculum.

Current and future SD early grade teachers must understand the PAUD curriculum and its teaching-learning methods. Dissemination of information needs to be conducted by the Office of Education by inviting PAUD and grade 1 primary school teachers to sit together to understand each other regarding the fact that the learning in PAUD is non-academic and learning in SD is more academic – while still be able to be play-based This dissemination is also intended to make the curriculum cover six aspects of development in the form of teaching materials and other cooperation in terms of the exchange of information about individual students as they move from PAUD to primary school.

5. Parent/Family Education

Parenting education programmes are an integral part of early childhood services. The role of parents is very helpful to children's growth and development, especially when the parents understand how to do effective parenting with their children. The descriptions below briefly explain matters related to the parenting programmes that have been prepared by the ministries and agencies and then the extent to which the programme is carried out in the field is examined. After these descriptions, some options and recommendations about what is needed for the improvement of future parenting program are presented.

5.1. What is currently meant to be

5.1.1. Parenting Programme implemented in BKKBN

The parenting programme provided through *Bina Keluarga Balita* (BKB) is aimed at parents who have children who are 0-6 years old, and it has been implemented since the 1980's, when it was piloted by the Minister of Women's Roles. It is now under the auspices of the Minister of Women's Empowerment and Child Protection as the policy maker and BKKBN as the operational implementer in the field. During its journey, the BKB programme reached its golden age in the 1990's, when it was turned into a Community Movement and every village or RW (neighbourhood) had its own BKB programme. People from many countries visited and learned about Indonesia's Family Planning programme and at the same time observed and learned about BKB programme.

These success stories have now become memories; the change in government system from centralized to decentralized has influenced the implementation of family planning and BKB programmes to varying degrees. Nevertheless, with the commitment of the Government and BKKBN, the BKB programme is still running, amidst the many problems and obstacles (like weak budgeting, and the weak commitment of local governments).

To overcome problems and obstacles, in 2012, the Head of BKKBN set a national policy pertaining to a Grand Design for Development of the Resilience of Families with Under Fives and Children according to which programmes and activities have been established, as well as a Road Map for the next 15 years. In 2013, it a policy on Integrative Holistic BKB was also established which was in line with the Presidential Decree No.60/2013 on PAUD HI.

To support the programme, various kinds of capacity building for managers and programme implementers has been carried out in provinces and districts, as well as Training of Trainers (TOT) for facilitators and for BKB cadres, along with programme development and evaluation. The main source for the parenting programme in BKB is the book *Menjadi Orang Tua Hebat Dalam Mengasuh Anak* (or "Being a great parent in nurturing children") for parenting age 0-2 years/1,000 days, which is book 5 and 6 in the module of Promoting Child Development and Helping Under Fives Grow. The materials come complete with APE flipcharts/media and technical guidelines, and Kartu Kembang Anak (KKA or child development card) to measure the development of children who are 0-5 years old.

5.1.2. Parenting programmes implemented by the Ministry of Education and Culture

Parenting Education has long been implemented in PAUD programmes, while institutionally the family education programme has been implemented for just the last two years (2015-2016). Family is the first and main institution, especially with problems facing children nowadays in terms of the amount of violence, etc. And this is also the belief of educational institutions. In the past, parenting programmes were conducted only in PAUD but now they have been conducted at higher school levels (primary, junior high, senior high, vocational schools, etc.) (Sukiman 2016)

Currently, there are three books used as materials, the first one being "The Great Parent Book" issued by MoEC whose direction is giving insights into positive parenting. Also, parents are encouraged to understand their involvement in their children's schooling. For example, on the first day of school, in addition to delivering their children, parents also get to meet the homeroom teacher, and have a discussion with the teachers. So, parents will have knowledge of the school programme and perhaps even have some suggestions for the school. The second book is for introducing parents to positive parenting, and the third is how to educate children in the digital age where every child has different characteristics. Other materials are distributed to parents; they are thematic and appropriate to their needs. The MoEC provides parenting materials accessible by E-mail: sahabatkeluarga@kemdikbud.go.id which include fairy tales and other materials parents can use to learn independently. The general public/parents can access and choose topics to discuss that suit their needs. If there is a need to discuss something, it can be done in a parenting class. In order to strengthen the institution and networks, various programmes and activities have been established, such as parenting working groups, dissemination of information/coaching, TOT, for high school and PAUD in accordance with the 2015 Road Map of the Directorate of Family Development, whose programme, among other objectives, seeks to improve capacity building and the development of facilities and infrastructure.

5.1.3. Parenting programmes implemented in the Ministry of Social Affairs

The Ministry of Social Affairs' policy that a programme highly relevant to Parenting is the *Taman Anak Sejahtera (TAS)* or the Prosperous Children Garden/Nursery which, at the national level, has cooperated with Child Fund International USA in Indonesia to develop parenting modules, for example Family Playing Group Module or *Modul Kelompok Bermain Keluarga (KBK)* for children 0 - 3 years and pre-school children and playing with children. The above programme deals with Child Social Welfare Programme or in Indonesian *Program Kesejahteraan Sosial Anak (PKSA)*. Meanwhile, the Family Hope Programme or *Program Keluarga Harapan (PKH)* deals with cash assistance to help the poor or people living on the poverty line and the amount is less than 10%, including support for pregnant mothers, toddlers and preschool children as well as primary, junior and senior high school/vocational school (SMK) students. The parenting programme in PKH is carried out through Family Development Sessions (FDS), which in Indonesian is called *Pertemuan Peningkatan Kemampuan Keluarga (P2K2)* or Family Capacity Building Meetings, conducted by PKH Assistants at Sub-district level. Some assistants have received trainings on the PKH module from the PKH Area Coordinator. Modules closely related to 1,000 days are the Child Care and Education Module, Health and Nutrition Module and Child Protection Module.

5.1.4. Parenting programmes implemented by the Ministry of Health

At the National level, the Ministry of Health has a programme for pregnant mothers and another for mothers of under-fives. Both programmes, which are called Mothers' Classes, spread across 34 provinces. The activities are carried out in districts/ cities under the direction of Puskesmas or the

district public health clinics, while the people running them are the village midwives and Posyandu (community health posts) cadres. The programme is available once a month and each meeting lasts 1.5 hours. The main purpose of Mothers' Classes is to improve parents' use of the maternal and child health (MCH) handbook. Materials for the meetings are taken from the "Pink Book". The Decree of the Minister of Health of the Republic of Indonesia No.284/MENKES/SK/III/2004 pertaining to KIA Books states that the book is a tool for early detection of maternal or child health problems, communication and information tools with important information for mothers and families, as well as the community, on maternal and child health services including referrals and (standard) packages of MCH services, nutrition, immunization and development of children under five. The "Pink Book" also comes with Towards Health Card (light blue heading for boys and a pink heading for girls), Child Health Records, a complete basic immunisation record from 0 to 5 years. The Posyandu pocket book issued by the Ministry of Health's Centre for Health Promotion 2012, describes the scope of services, duties of cadres and messages that cadres should impart about the main targets and additional activities. Therefore, the KIA book is a reference book for parenting materials implemented in the classes for pregnant women and mothers of under-fives.

5.2. Current status: findings from the study

5.2.1. Implementation of parenting programmes in BKKBN

5.2.1.1. Officials from government offices/agencies

Respondents at the provincial, district/city and sub-district levels, who are generally staff from offices, gave the answer that the parenting education through BKB programmes is still running in villages and still exists. This can be seen from the reports submitted every month to the province by the representatives of the provincial BKKBN. For example, BKB group data gathered centrally in June 2016 show that the number of existing BKB groups is 86,033, while 77,917 (90,57%) submit reports, there are 7,254,513 target families of which 3,688,622 people (50,85%) become active members of BKB. The books and media used can still be viewed with the managers and implementers at both levels of responsibility for the programme. At the sub-district level, because there are PLKB/ PLKB supervisors as BKKBN representatives, there is still information that BKB programmes exist but they have not been running well because of some obstacles such as limited facilities and infrastructure, and limited trained cadres.

5.2.1.2. Managers of PAUD and Taman Posyandu/PAUD HI

Likewise, when observing the PAUD (SPS) institutions, we can see the parenting programme trails but implementation is not yet optimal because the books from the province or DAK procurement in the districts/cities are found to be incomplete at the observation locations, but some of the game tools for BKB are there. If we look at the parenting programmes in Taman Posyandu, then the BKB programme is implemented once a month by cadres integrated with Posyandu and PAUD (KB) using materials from the province. Some BKB cadres are believed to be able to understand and use the book and they follow the rules already set out in the guidebook from the province.

5.2.1.3. The perspective of parents/community

According to the information obtained from some FGDs with parents and how parents behaved when we discussed the BKB programme, it seems that they neither know nor understand about the parenting programme implemented in BKB, which means that the BKB programme has not touched all layers of society and only exists in some locations or villages.

5.2.2. Implementation of parenting in Education

5.2.2.1. Officials of the education office and others

Officials from the provincial and district education offices are mostly aware of the national parenting programme because they have received the information through training or dissemination as explained by the head of BP PAUD & DIKMAS, Dewan Pendidikan, HIMPAUDI, and IGTKI. However, apparently how the programme is to be developed is still in planning stage.

5.2.2.2. PAUD Principals/management

There are some interesting points obtained from PAUD managers, e.g. that parents' education about parenting or family education is carried out in their PAUD institution and done during report cards distribution, meaning twice a year, as mentioned in the book *Orang Tua Hebat* (meaning "great parents"). What material is discussed in the meeting is not known, whether it is from the central, or whether they decided on their own based on the needs of parents. Meanwhile, another finding from the observations in PAUD institutions such as kindergarten or play groups is that parenting activities have not been implemented. This means that the information about family education has not been evenly disseminated. While from the parents' point of view, some of them said that parenting activities in PAUD schools have not been conducted in a regular manner.

The role of the Education Office in the 1,000 days' programme is not yet apparent, but some respondents suggested that the Education Office should also pay attention to this target because no one has dealt with it yet; the Health Office focuses on the health element and BKKBN focuses on the parents from the psycho-social aspect, whereas stimulation for children who are 0-2 years of age has not been handled by anyone just yet and so this should become the role of the Education Office.

5.2.2.3. Implementation of Parenting in Social Welfare

Similar to those at the Education Office and BKKBN, officials at the top level of the provincial, and district/city level of Social Services, when interviewed about the TAS and PKH programmes, some of them knew and some did not know about it because they are new officials and couldn't obtain a lot of information. Most of the respondents knew a lot about the PKH programme but not about the TAS programme. This can happen because TAS is similar to TPA, where both places are a childcare place for 0-6 year olds. Information about parenting and materials provided is only obtained from the PKH Area Coordinator at provincial and district levels as we could not meet with the assistants at the sub-district level, even though we had confirmed it with the sub-district office staff.

As for parents or the general public, when they were invited to discuss TAS and PKH programmes they fell silent or said they did not know.

5.2.2.4. Implementation of Parenting in Health

In the field of health, there is strong support for parenting programmes, especially for pregnant women and mothers of under-fives, from the stakeholders in the provinces, districts and sub-districts. However, it is very difficult to get data about the results of the services. While, at the level of users or families, people still ask questions about the existence of the Posyandu, there is no idea about how it ought to be. Counselling to women regarding pregnancy and childbirth is rarely done by health workers (midwives) because time is limited, while the targets/women served are usually quite numerous. They provide more health services, and check on pregnant and post-partum women. Counselling can actually be carried out by Posyandu cadres, but trained cadres are insufficient in number. Despite the policy that every pregnant and postpartum woman must have a KIA book ("Pink Book") but in the field not all of them do.

The involvement of husbands or fathers in parenting education in general has not been extensive. Nearly 99% of the participants are women, which is possibly because people culturally believe that caring for young children and raising them is a mother or a woman's affair. However, efforts to involve fathers in parenting have started to be discussed at a conceptual level and in seminars and learning modules (BKKBN, MoEC, MoSA, MoH). Meanwhile, those who have implemented and developed the Pilot Projects are national and international NGOs such as Plan International in NTT.

5.3. Options and recommendations to increase access to and the quality of parenting education

Given the globally recognised importance of parenting education and the quite extensive work done by various PAUD partners on parenting education, including curricula, modules, and calendars of work – but also the lack of evidence this the fruits of this work have had an impact at the bottom of the system, several recommendations should be considered in regard to establishing a clearer roadmap towards more comprehensive, systematic, and effective parenting education. These include:

- **Building Partnerships.** In an effort to increase the success and expand the scope and materials of parenting education programmes in Indonesia, it is better to support the recommended policy stated in the joint circular of MoEC, MoSA, MoH, and BKKBN. It is expected that with this cooperation model, approaches to and materials on parenting that suit the needs of the community and users, in particular to improve services for children aged 0-2 years or 1,000 days, will be obtained.
- **Develop Parenting Material Standards** for the first 1,000 days referred to by all parties providing parenting programmes/education.
- **Improve coordination and synchronization of parenting programmes,** especially for children in their first 1,000 days, in order to improve the effectiveness of parenting programmes in existing institutions such as SPS, Taman Posyandu and activity groups implementing parenting education so existing forums can be activated in order to facilitate programme coordination and synchronization at all levels of the bureaucracy and programme implementers at the grassroots level (activity groups).
- **Improving the quality of parenting facilitators** for the first 1,000 days (TPS, SPS). As cadres or parenting facilitators play a major role in improving the quality of parenting education services, they must have these four qualities: pedagogical knowledge, competence, personality, professional, and social competences.
- **Develop a parenting companion guide, especially the first 1,000 days.** This is particularly important for the equitable distribution of information, in addition to the alternative model for facilitator empowerment training in PAUD institutions that organize parenting programmes (SPS, Taman Posyandu, and the like).

6. Financing

6.1. What is currently meant to be

6.1.1. Expected costs of PAUD services

Although it is stated in the PAUD National Standards that there are only the two cost components, namely operational costs and personal costs, there is in fact another kind of cost involved which is very important, which are the costs of development (investment). The investment cost is money spent on erecting the school buildings and the procurement of durable goods for PAUD. Until now the government does not have the standard cost of investment for PAUD, but the amount of PAUD Pilot Fund may be one of the references regarding the amount of these costs.

The Ministry of Education and Culture provides PAUD Pilot Funds (*Dana Rintisan*) whose value is adjusted to the incoming proposals and available budgets. In 2015, the value of the Fund for the establishment of a new PAUD unit was a maximum of IDR 50 million with the proviso that the party proposing to build a PAUD had provided a plot of land and toilets (complete with clean water). In other words, the IDR 50 million is an estimate of the extent of investment costs aside from land and sanitation facilities. The price of land certainly varies from region to region, but assuming the required land area is 60 m² (20 x 3 m²) and the price of land in a village that does not have PAUD is, on average, IDR 50,000 per m², and the construction cost of sanitation facilities is IDR 5 million, then the estimated investment cost in 2015 was IDR 58 million. Assuming there is inflation of 10% per year, the minimum investment cost for the procurement of PAUD building is around IDR 70 million in 2017.

The components of operational costs include the salaries of teachers and education personnel, the running of learning programs, purchasing and maintaining equipment, and developing human resources. Meanwhile, the personal cost component is the cost incurred by parents if they are to be able to enrol their child into PAUD (for example: buy uniforms, shoes, bags, transportation costs, etc.). According to the Decree of the Minister of Education and Culture No.137/2014 (pertaining to the National Standards of Early Childhood Education), funds to meet operational and personal costs may come from government (central or regional), from foundations, from community participation (including parents), or from other non-binding sources. As mentioned earlier, the government has yet to set standard operating and personal costs for PAUD.

6.1.2. Existing financing mechanisms

According to Law No.23/2014 (pertaining to Local Government), education is part of a "concurrent" authority that is the responsibility of the central, provincial and district/city governments. In this case, PAUD management is under the authority of district/city governments (besides the management of basic education and non-formal education). The implication is that government funding related to PAUD management is also the responsibility of the district/city government.

Nevertheless, there is still room for the provincial and central government to engage in financing particular aspects under the jurisdiction of the district government, which include:

- Through the allocation of the Special Allocation Fund (DAK). DAK is the allocation of APBN (national budget) funds for certain regions with the aim of assisting with the funding of special activities which are regional affairs and carried out in accordance with national priorities.

- The second mechanism is the allocation of funds transferred from the central government in order to reduce the gap between regions or to improve the quality of certain public services. BOS funds (for elementary and secondary education), teacher professional allowances, and supplementary income for teachers who are regional civil servants, are examples of such forms of transfer.
- Financing by the provincial government for services of a "cross-district/city" nature.

Implementation of PAUD also follows this mechanism. The central government allocates Education Operational Aid (BOP) for PAUD. In 2017, the government allocated IDR 5 trillion for BOP PAUD.¹⁸ In terms of the distribution mechanism, it is one of the forms of transferring funds from the central government.

BOP PAUD funds are distributed based on Education Basic Data (Dapodik), so only PAUD institutions registered with Dapodik can receive these funds. Getting registered in Dapodik is actually not a difficult procedure because it does not have to be done on one's own. In many cases, registration of PAUD institutions is undertaken with the help of the District/City Education Office. However, to be registered with Dapodik, PAUD institutions must have a Letter of Establishment (*Akta Pendirian*) from the Education Office. Otherwise, the enrolment of pupils and teachers in the PAUD institution in question can be done by "joining" another PAUD institution that is already registered.

6.2. Current status: findings from the study

6.2.1. What PAUD costs

In the community, the investment cost (for development) are better known as the cost of establishing PAUD. This cost of course varies greatly, but in general the value is around IDR 50 million with the following details:

- Document fee (handling of Notary Deed, obtaining operational documents etc.): IDR 10 million
- Building cost (building rent for 3 years, painting, wall decorating etc.): IDR 21 million
- Equipment (desks/chairs, whiteboards, cabinets, fans, games, books etc.): IDR 12.5 million
- Other costs (uniforms for teachers, cleaning equipment, photocopying, stationery etc.): IDR 6.5 million
- Total cost of establishing a PAUD centre: IDR 50 million.

PAUD operating costs also vary widely. The main source of variation is spending on teacher salaries. For teachers with civil servant status, salaries are in accordance with civil service standards. For those with a bachelor's degree (level IIIa) with three-year service, the salary is approximately IDR 2.6 million per month. Those who are certified and therefore are entitled to a professional allowance, the salary can be doubled to about IDR 5 million per month. For civil servant teachers, salary payments are of course the responsibility of the government, not the PAUD institutions, so PAUD institutions (both public and private) are very happy if they can get civil servant teachers working in their institutions¹⁹ because the operational costs they have to bear is smaller.

¹⁸ Quoted from: <http://www.paud-dikmas.kemdikbud.go.id>, accessed on 10th April 2017.

¹⁹ PAUD teachers who are civil servants not only teach in government PAUD. Some of them become teachers in private PAUD for various reasons - usually family reasons (living with husbands in locations where there is no government PAUD).

Salaries for teachers who are not civil servants vary widely. Case studies undertaken in Jambi, Banyuwangi and Kabupaten Kupang indicate that many PAUD teachers are unpaid and receive only "transport allowances" varying between IDR 100,000 and IDR 400,000 per month.

With such illustrations, it is actually very difficult to deduce what the average operating costs incurred by the institution organizing a PAUD. Assuming that every PAUD has two non-civil servant teachers for 20 children (pupils), the PAUD expenses for general operational purposes per month are as follows:

- Teachers' salaries: $2 \times \text{IDR } 300,000 = \text{IDR } 600,000$
- Non-salary operating expenses (drawing pencils, colouring books, building maintenance, replacement for broken game equipment etc.): IDR 200,000
- Total monthly operational cost: IDR 800,000
- Unit cost per learner per month: IDR 40,000

The estimated operational costs mentioned above will of course change drastically if there is a change in teacher salary assumptions.

The main personal costs are the purchase of uniforms and shoes. Not all PAUD have uniforms or require children to wear shoes. The case study in Kupang District indicates that there are PAUDs in rural areas where learners do not wear shoes and uniforms²⁰ because they do not want to burden the parents, the majority of whom are poor. Meanwhile, the cost of transportation is not much because PAUD participants usually come from the nearest areas. Quite high transportation costs only appear in urban areas where some parents send their children to a PAUD centre relatively far from home because it is considered to be good quality.

Assuming that PAUD participants should wear uniforms (1 set for 2 years) and shoes (1 pair for 1 year), the estimated annual personal cost incurred by parents to enrol their child at a PAUD is:

- Buying uniform: $(1/2 \times \text{IDR } 100,000) = \text{IDR } 50,000$
- Buying shoes: IDR 150,000
- Total personal cost (per year): IDR 200,000

6.2.2. How PAUD is financed

The majority of PAUD are private (non-government) institutions. In 2016, the number of state TKs was 3,186 or only about 3.7% of the total kindergarten numbering 85,449. Government kindergarten (*TK Negeri*) are of course financed entirely by the government, including the cost of their establishment. For example, the construction of TK Pembina in Kupang District cost around IDR 200 million (excluding the land, as the TK Pembina was built on the land of a state primary school).

However, it does not mean there is no parental contribution to state kindergartens. Case studies in Jambi, Banyuwangi and Kupang even indicate that the tuition fee that is paid by parents in a state kindergarten (commonly called "TK Pembina") is relatively large compared to that of the private kindergartens in general, up IDR 100,000 per month. In addition, parents also have to pay the registration fee which ranges from IDR 100,000 to 200,000. This study found that while some learners are free (no need to pay), in principle there are no state or private TKs that do not receive contributions from parents in the form of registration fees and monthly fees.

²⁰ Among others: PAUD Munatuan in the village of Oemasi, Nekamese Sub-district, Kupang District

For non-kindergarten PAUDs, official data do not indicate the existence of state PAUD institutions, but case studies in NTT indicate that there are some non-kindergarten PAUD run by the provincial government.²¹ For non-kindergarten PAUD run by the provincial government, the cost of their establishment is of course borne by the provincial government, while for those with "purely private" status, the establishment cost is borne by the organizer with the following variations:

- There are PAUD whose establishment is on the initiative of an individual, so the cost of the establishment is borne by the individual concerned, although over time the PAUD is officially administered by a foundation established by several individuals including the individual concerned (after the PAUD has started its operation)
- Some PAUD are built because of community initiatives, but they use government funds, particularly the PNPM-GCS (*Program Nasional Pembangunan Pemberdayaan Masyarakat - Generasi Sehat dan Cerdas*) funds at village level or Pilot Funds (*Dana Rintisan*) from the Ministry of Education and Culture. In this case, land is provided by the community (usually a land donation or use of land owned by the village government), so the PNPM funds are only used for the cost of building construction and the purchase of some educational games.
- The majority of PAUD initiatives come from foundations or social institutions and the funds for their establishment also entirely come from them

Meanwhile, non-kindergarten PAUD operational expenses are met from various sources as shown in the following table.

Table 7 Number of Non-Kindergarten PAUD Institutions (KB, TPA or SPS) by Major Funding Sources, 2015

| No | Major Funding Sources | Number of Institutions | Percentage |
|----|-------------------------|------------------------|--------------|
| 1 | Parents Dues | 81,702 | 78.6 |
| 2 | Fixed Donors | 1,006 | 1.0 |
| 3 | Community Organisations | 4,519 | 4.3 |
| 4 | Companies | 105 | 0.1 |
| 5 | Village Governments | 1,549 | 1.5 |
| 6 | District/City Budgets | 3,354 | 3.2 |
| 7 | Provincial Budgets | 704 | 0.7 |
| 8 | National Budgets | 1,478 | 1.4 |
| 9 | Others | 9,543 | 9.2 |
| | TOTAL | 103,960 | 100,0 |

Source: PAUD Statistics 2015/2016 (processed)

Table 7 shows that most non-kindergarten PAUD institutions (78.6%) rely on contributions from parents to finance their operational needs and very few cite government funds (APBN or APBD) as the main source of funding.

However, it should be noted that the table above illustrates the situation as of 2015, or before the BOP PAUD funds were launched (starting in 2016). In 2016, the government budget IDR 2.3 trillion for early childhood and most was the allocation for BOP. This number is expected to increase to IDR 3.58 trillion by 2017²². Case studies in three districts show that BOP funds of IDR 600,000 per student²³ per year (or IDR 50,000 per student per month) constitute a relatively large funding value

²¹ Until 2016, the NTT Provincial Government managed seven PAUD Models. These models are in the process of being handed over to the Kupang Municipal Government as a consequence of the implementation of Law No.23/2014 stating that PAUD management is under the authority of the district/city.

²² Source: <http://www.paud-dikmas.kemdikbud.go.id>, accessed on 10 April 2017

²³ BOP funds are to be used for learning activities (50%), learning support (35%) and other activities (15%). It should not be used to pay teachers' salaries, but may be used for "additional transport money" which in the field may be interpreted as additional income for PAUD teachers.

for the majority of PAUD and that the value is greater than the average contribution from parents which previously was the main source of funding for non-kindergarten PAUD. The results of the case studies show that monthly contributions in the KB range from IDR 5,000 to 40,000²⁴. Therefore, in many cases, the composition of PAUD funding is expected to change after the BOP funds in the form of higher percentage of PAUD institutions (TK and Non TK) which put the APBN as the main funding source.

The problem for PAUD in relation to BOP funds is the government policy that uses the number of students aged 4-6 years as the basis for calculating the allocation of BOP funds²⁵. Under this provision, the majority of BOP funds are received by kindergarten, while non-kindergarten PAUD only receives funds for students aged 4-6 years whose numbers are much less than participants for 4-6 years old in kindergarten. On one hand, the government's policy of prioritizing the age of 4-6 years is understandable, since that age is the closest to preparation to primary school. However, on the other hand, the policy can be interpreted as a form of 'pro-kindergarten bias'.

Another problem related to BOP funds is the weakness of the financial accountability system in PAUD institutions. Unlike at primary/junior/senior high school level, there is no institution like a School Committee in a PAUD, so on paper there is no community power to supervise and monitor a PAUD institution. In addition, supervision of institutions by local governments is also very weak. These case studies in three regions indicate that PAUD or kindergarten supervisors very rarely visit PAUD institutions. The case studies indicate that many PAUD states only visited once a year; some were visited once in three years; some others even claimed to have never been visited by people from the Education Office or others from the local government even though the PAUD institution were located across the street from the Sub-district Office. Even if they got a visit, the financial aspects of the institution is not part of the object being supervised. There is indeed a mechanism for reporting the use of BOP funds, but it is only partial (not the overall financial management of the PAUD, just the use of BOP only), so it is possible for double counting²⁶ or other financial fraud to occur. Finally, PAUD financial management is entirely in the hands of their organizers.

In addition to central government funding through BOP PAUD funds, in some cases, the provincial government also plays a significant role in PAUD funding. Table 8 shows the provincial APBD (budget) allocation for PAUD.

²⁴ Monthly dues for TPA should be treated separately because, in the field, TPA really functions as a daycare centre, not as an educational institution. The cost of putting a child in a daycare can be up to IDR 250,000 to 700,000 per month. In general, the younger the child, the higher the cost is.

²⁵ Actually in the Juklak (Guidelines for Implementation) of 2016BOP PAUD Funds, the government set 4-6 years old students as the "priority", however, implementers in the field consider that a limitation.

²⁶ Double counting occurs when one piece of expenditure is reported as using more than one funding source, usually occurring in unintegrated financial reporting systems.

Table 8 PAUD Budget by Province in 2013-2017 (IDR billions)

| No | Provinces | Budget Value | | | | |
|----|--------------------|--------------|------|------|-------|-------|
| | | 2013 | 2014 | 2015 | 2016 | 2017* |
| 1 | D.K.I. Jakarta | 5.8 | 7.6 | 9.0 | 42.7 | 80.8 |
| 2 | West Java | 38.6 | 49.8 | 61.0 | 305.9 | 416.9 |
| 3 | Banten | 9.1 | 10.5 | 13.1 | 63.4 | 97.8 |
| 4 | Central Java | 56.6 | 51.2 | 66.4 | 323.9 | 545.7 |
| 5 | D.I. Yogyakarta | 11.9 | 10.7 | 13.7 | 68.6 | 89.1 |
| 6 | East Java | 72.8 | 66.5 | 84.0 | 439.8 | 744.5 |
| 7 | Aceh | 16.0 | 17.4 | 14.4 | 49.7 | 76.6 |
| 8 | North Sumatera | 26.3 | 25.7 | 26.1 | 111.3 | 130.8 |
| 9 | West Sumatera | 15.3 | 11.9 | 16.0 | 64.8 | 81.9 |
| 10 | Riau | 9.8 | 9.8 | 11.0 | 53.5 | 66.7 |
| 11 | Kepulauan Riau | 4.2 | 2.7 | 4.0 | 13.6 | 22.6 |
| 12 | Jambi | 6.3 | 5.8 | 8.8 | 37.8 | 43.4 |
| 13 | South Sumatera | 12.0 | 12.9 | 12.5 | 49.4 | 86.6 |
| 14 | Bangka Belitung | 3.7 | 2.3 | 3.4 | 11.3 | 26.5 |
| 15 | Bengkulu | 8.3 | 8.0 | 7.9 | 29.9 | 30.3 |
| 16 | Lampung | 13.6 | 13.0 | 15.1 | 67.9 | 116.5 |
| 17 | West Kalimantan | 9.7 | 9.4 | 8.2 | 26.8 | 39.1 |
| 18 | Central Kalimantan | 8.0 | 7.7 | 5.8 | 31.4 | 37.5 |
| 19 | South Kalimantan | 11.3 | 10.0 | 12.0 | 51.9 | 79.2 |
| 20 | East Kalimantan | 8.8 | 8.0 | 7.8 | 32.5 | 46.3 |
| 21 | North Kalimantan | 0.0 | 0.0 | 0.0 | 6.1 | 9.6 |
| 22 | North Sulawesi | 9.8 | 7.7 | 9.3 | 33.0 | 19.7 |
| 23 | Gorontalo | 5.6 | 4.4 | 6.0 | 23.8 | 27.6 |
| 24 | Central Sulawesi | 9.0 | 9.2 | 9.6 | 34.5 | 34.4 |
| 25 | South Sulawesi | 19.6 | 16.4 | 19.7 | 80.7 | 120.7 |
| 26 | West Sulawesi | 4.3 | 4.4 | 4.8 | 17.4 | 12.5 |
| 27 | Southeast Sulawesi | 8.8 | 8.3 | 8.2 | 26.3 | 43.4 |
| 28 | Maluku | 6.4 | 6.1 | 4.8 | 13.7 | 14.7 |
| 29 | North Maluku | 4.5 | 5.8 | 4.6 | 12.0 | 15.3 |
| 30 | Bali | 7.7 | 6.1 | 8.5 | 37.2 | 48.2 |
| 31 | West Nusa Tenggara | 11.1 | 9.8 | 13.3 | 47.5 | 79.0 |
| 32 | East Nusa Tenggara | 15.8 | 15.8 | 14.7 | 51.2 | 41.1 |
| 33 | Papua | 10.6 | 15.4 | 8.6 | 13.7 | 22.4 |
| 34 | West Papua | 4.8 | 6.8 | 3.9 | 8.8 | 11.0 |

Source: Presentation materials, MoEC, Directorate General PAUD (2017)

*Not taking into account Law No.23/2014 that PAUD is under the authority of District/City

Table 8 indicates that several provinces, such as East Java, West Java, Central Java and North Sumatera, allocated substantial budgets for the PAUD programme. In 2015, the East Java Provincial Government allocated a budget of IDR 439.8 billion for PAUD (the largest among 34 provinces). One of their reasons was because PAUD development is one of the priorities of the Provincial Government and the Governor had promised to do so during his campaign for office. One of the

programme implementations is the incentive component for PAUD teachers with a value of IDR 200,000 per person per month.

Since the enactment of Law No.23/2014 which, among other things, contains the stipulation that PAUD is under the authority of districts/cities (and the province has no authority in this field), the Provincial Government has tried to maintain a programme and a budget for PAUD in various ways. The Jambi Provincial Government has tried to maintain the essence of the PAUD programme by 'depositing' it an allocation in the budget for the PKK (a women's group). The East Java Provincial Government has established a Sub-Division of Assistance Tasks in the Provincial Education Office which basically aims to organize various programmes that are not actually under provincial authorities (including PAUD programmes) and put the PAUD budget there. Meanwhile, the NTT Provincial Government has tried to maintain the essence of PAUD but what it is called has changed and been incorporated into "out-of-school education". It shows that basically the Provincial Government is trying to maintain a PAUD programme and budget of for various reasons.

Meanwhile, district/city budgets for PAUD are generally very limited. As an illustration, for the year 2016, Jambi Municipal Government allocated IDR 1.7 billion for the PAUD programme. The budget was used for PAUD Operational Assistance (IDR 708 million)²⁷ and a quality improvement programme for teachers and education personnel (IDR 528 million). At the same time the Banyuwangi District Government allocated a budget of IDR 14.3 billion, most of which (IDR 13.7 billion) was an allocation for improving access to PAUD. Like in Jambi City, the Government of Banyuwangi District also allocated BOP funds from its APBD. Meanwhile, the Kupang District Government allocated a budget of IDR 528 million in 2016.

An important note should be given to Kupang District's Activities Learning Center (SKB) whose current position is as a Regional Technical Implementation Unit (UPTD) under the auspices of the Head of the Education Office. The Kupang District SKB has developed 150 PAUDs. Out of those PAUDs, some of the founding initiatives were indeed derived from LCS, but the majority are the result of community initiatives with the support of Village Governments. All PAUD institutions are informal (not in the form of foundations like other PAUDs that are not SKB mentored), so they are not recorded in the Education Office's database²⁸. The SKB helps them by training their teachers (about 25-50 people per year, adjusted to the available budget) and facilitates teachers to receive incentives worth IDR 275,000 per month from APBD funds (channelled through SKB).

6.3. Options and Recommendations to rationalise costs of PAUD services and find innovative PAUD financing mechanisms

- **Fully Implement 1 Village 1 PAUD.** According to data derived from the Directorate General of Early Childhood Education, MoEC presentation material (2017), the number of villages in 2016 with PAUD is 57,841. Meanwhile, data from the Ministry of Home Affairs show that, as of October 2015, there are 82,353 villages in Indonesia (consisting of 74,053 villages and 8,300 urban villages/neighbourhoods). Thus, there are at least 24,512 villages in Indonesia without PAUD, or if all urban villages already have at least one PAUD, then the number of villages that do not have a PAUD is 16,212. To accelerate the process of achieving the target

²⁷ This means that, apart from receiving BOP funding from the government, in 2016 PAUD, Jambi City also received BOP from the municipal government.

²⁸ Currently Kupang District SKB is in the process of being changed into the Non-Formal Early Childhood Education Unit. With the new status, they will be able to obtain NPSN and thus the PAUD participants in the SKB may be registered through SKB (with the new status) and qualify for entry into Dapodik and subsequently receive BOP PAUD funds from the central government.

of 100% of children enrolled in PAUD before entering primary school, the government needs to accelerate the process of building new PAUDs (and not merely leaving it to community initiatives). The "1 village 1 PAUD" programme needs to be implemented continuously with funding support from all levels of government. The Central Government can allocate the Special Allocation Fund (DAK) for the construction of new PAUDs in the regions. To meet the needs of teachers and education personnel, the Provincial Government can allocate budgets for the training of prospective PAUD teachers and personnel and then distribute the graduates to the districts/cities in need. Meanwhile, the district/city governments must allocate their budgets to meet the operational needs of PAUD together with the Central Government.

- **Encourage greater participation by the private sector.** The construction of new PAUD buildings and the implementation of their activities can also be done by encouraging private sector competition through the channelling of CSR (corporate social responsibility) funds. It is better for the government (including local governments) to take the initiative to communicate with the private sector about the need for more PAUD institutions to achieve the target of all children taking at least one year of PAUD before entering primary school. In addition, private involvement is also needed to improve the quality of learning in the existing PAUD, including the completeness of facilities and infrastructure.
- **Establish "government-affiliated" PAUD.** Despite quality issues, the "government-affiliated PAUD" model, as developed by Kupang District SKB, can be replicated by other regions. Thus PAUD institutions can be divided not only into two types (state and private), but there is one more category, i.e. government-affiliated PAUD institutions that refer to PAUD institutions whose establishment and management are assisted by the government, but institutionally speaking they belong to community groups.
- **Move towards ensuring 1 Village 2 PAUD.** In general, the demand from the community for PAUD services in rural areas is still low, especially indicated by the low willingness to pay. This can be seen in the low parents' contribution to meeting PAUD operational needs in rural areas, although the value of the dues is relatively very small (around IDR 15,000 per month). Besides being caused by the economic circumstances of the community, there are geographical constraints in the form of dwellings being far apart from each other resulting in the relatively low interest of parents in sending their children to PAUD. This situation needs to be addressed by the government by establishing at least two PAUD institutions in villages where the population is relatively spread. Thus, the locations of PAUD become closer to where the children live, so that the personal costs borne by parents can be reduced to a minimum and, in turn, the public demand for PAUD programmes can increase.
- **Increase PAUD accountability and establish PAUD Committees.** PAUD institutions need to be encouraged to improve their financial accountability through regional regulatory arrangements that essentially regulate in the following ways: (1) require PAUD institutions to form a "School Committee", which could be called "PAUD Committee", consisting of representatives of the parents and community figures; (2) authorize the "PAUD Committee" to monitor and oversee PAUD institutions, including their management of funds; (3) require PAUD institutions to prepare integrated financial statements (include all funding sources and expenditure items); (4) assign duties to PAUD supervisors/inspectors so they regularly monitor PAUD services, including their financial management.
- **Evaluate the impact of BOP.** In relation to PAUD BOP funds, the government should evaluate the impact of their distribution on the quality of learning and the burden of parents in covering the operational costs of PAUD institutions. The existence of BOP PAUD funds should at least have an impact by reducing the operational costs that must be borne by parents or improving the quality of learning in PAUD institutions.
- **Create an advocacy campaign for PAUD.** The results of field studies show that there are parents who have not yet realized the importance of PAUD for children. To encourage

community willingness to pay for PAUD services, the government needs to continue the campaign on the importance of PAUD for children in the long run.

7. Roadmap towards Universal Pre-primary Education of Quality by 2030

The recommendations above concerning policies, access, quality, parenting, and financing should be seen as background to the roadmap which follows concerning how to reach universal coverage of PAUD of good quality by 2030. What has become clear in the course of this work is that the achievement of SDG target 4.2 – all children participating in organized learning (one year before the official primary entry age) – has already been largely achieved as the following tables show. Table 9 indicates that almost 2.5 million children below the official entry age of [primary school of 7 are already enrolled – about 10% of the total SD population. If one assumes that 90% of these children are aged 6 and the remainder are younger, then the total number of children in SD aged 6 is 2,193,863.

Table 9 Children in Primary School (SD) by age

| Age | Number of children enrolled |
|-------|--|
| < 7 | 2,437,626 (of which 2,193,863 are likely to be 6) |
| 7-12 | 22,475,742 |
| > 12 | 704,710 |
| Total | 25,618,078 |

Table 9 shows the number of children enrolled in PAUD by age. This indicates that there were another 2.4 million children aged 6 enrolled in a PAUD service, including RA.

Table 10 Number of children enrolled in PAUD—including RA - in 2016 (single year totals estimated)

| | RA | TK | KB | TPA | SPS | Total |
|-------|-----------|-----------|-----------|--------|-----------|------------|
| 1 | 0 | 0 | 0 | 9,248 | 208,806 | 218,054 |
| 2 | 0 | 0 | 947,084 | 14,495 | 491,534 | 1,453,112 |
| 3 | 65,973 | 237,382 | 568,250 | 14,495 | 491,534 | 1,377,634 |
| 4 | 286,518 | 1,030,941 | 378,833 | 29,048 | 2,397,906 | 4,123,247 |
| 5 | 533,083 | 1,918,125 | 1,402,394 | 5,447 | 449,607 | 4,308,656 |
| 6 | 394,467 | 1,419,361 | 467,465 | 1,816 | 149,869 | 2,432,978 |
| Total | 1,280,042 | 4,605,809 | 3,764,025 | 74,547 | 4,189,257 | 13,913,680 |
| 5-6 | 927,551 | 3,337,486 | 1,869,858 | 7,262 | 599,477 | 6,741,633 |

As shown in Table 11, if the number of children aged 6 in SD (2,193,863) is added to the number of children aged 6 in PAUD (2,432,978) and then divided by the estimated number of children aged 6 in Indonesia (4,769,000), the participation rate of children aged 6 in some kind of organised learning (TK, KB, SD, etc.) is 97%. If the number of children aged 6 in PAUD but not counted in Dapodik (often because their PAUD is not officially registered) is included, the percentage might approach 100% -- and thus the SDG target has been achieved.²⁹

²⁹ This is reflected in the estimate of 99% provided by the UNESCO Institute of Statistics database,

Table 11 Estimated Participation Rate in PAUD and SD for Children aged 6 and 5-6 (2016)

| Age | PAUD Enrolment | SD Enrolment | Total | Total population (000) | Participation rate (%) |
|-----|----------------|--------------|-----------|------------------------|------------------------|
| 6 | 2,432,978 | 2,193,863 | 4,626,841 | 4,769 | 97.0 |
| 5-6 | 6,741,633 | 2,437,626 | 9,179,259 | 9,602 | 95.6 |

However, what has **not** been achieved is the government's desire to have all children enrolled in good quality PAUD services prior to entry into primary school. In other words, a large number of children living in the 16,000 or so villages with no PAUD service – if they want education at all – are compelled to enter directly from their homes into SD without the child development and school readiness benefits provided by PAUD.

If is in this context, therefore, that the following calculations have been made in order to ensure that all villages have at least one PAUD service (and many need more than one) – especially the 16,000+ now without a PAUD service -- and that all children of appropriate age can enter a PAUD service of sufficient quality (for the purposes of these calculations, this includes a minimum teacher salary and other non-salary operational costs including teaching-learning materials (KBM), equipment/toys, teacher training, and additional teacher incentives.

Under each option mentioned below, Table 12 calculates first the number of **additional** PAUD units and teachers be needed to achieve a gradually increasing number of children aged 6 and 5-6 towards universal enrolment and then, in bold type, the amount of **additional** development and operational costs required from the government and parents for these new units and teachers. Once these additional costs have been provided and the additional units and teachers added and 100% enrolment attained, no further additional costs will be needed.

7.1. Reach Universal Coverage

7.1.1. Option 1: Expand and Improve TK

The first option is to achieving universal coverage of PAUD is to expand and improve the TK. In theory, TK is meant to be the first choice of all children aged 4-6 except in areas where they don't yet exist – thus, forcing children to enter and remain in KB before entering primary school. In practice, as in Kupang, many parents opt to keep their children in KB until they move to primary school even when a TK is available.

Although perceptions differed across the case studies as to the relative popularity of KB or TK when children reach the age when they can enter TK or as they get closer to primary school entry, in general the trend has been that more children tend to enrol in TK. True or not, the perception is that TK are more "formal", of higher quality (with better facilities and equipment, more teachers with higher qualifications, and some teachers officially certified and even appointed as civil servants), more closely linked to the primary curriculum, and therefore better as preparation for primary school. (As we have also seen, there is some degree of "fake news" saying that children cannot get their student numbers or perhaps even enrol in SD if they do not go to TK). As their numbers grow, they may also end up being located closer to many families who would have previously sent their children to neighbourhood KB – though the fact that they usually are more expensive than KB is a hindering factor.

If the Ministry wishes to expand TK, for the above and other reasons, to ensure that (say) 83% of children aged 4-6 enter TK rather than KB (from the current 78%), the financial implications are clear

– more funds for buildings and sarana/prasarana and for the salaries of more qualified and also more certified teachers. Table 12 shows what the cost would be to reach this target.

The major challenge, of course, would be finding this extra financing. Many communities and small yayaan would likely find it difficult to establish a new TK, especially in daerah 3T, and also difficult to “upgrade” an existing KB into a TK in terms of the extra costs required of infrastructure, equipment, and teachers (including, perhaps, another and maybe more expensive process of gaining registration as a TK). And many parents might find it difficult to pay extra expenses which a TK, as opposed to a KB, might entail. In other words, new sources of funding would need to be found; e.g., more from parents and/or from different levels of government and perhaps the private sector.

One benefit of this option would be the provision of higher quality pre-school education which is at least often perceived as better preparation for primary school. Another benefit, of course, might be somewhat more logic in the educational patterns of many young children – from Posyandu, through KB to TK and then into SD – rather than the current confusion, and often competition, between the KB and TK in regard to enrolling children aged 4-6 years old. This might make more possible greater harmony, continuity, and seamlessness from one level of education.

7.1.2. Option 2: Improve the Quality of KB for Children 4-6 years old

The second option is to improve the quality of KB with the intention of not only expanding the number of children enrolled in this PAUD service (to 33% of the age group rather than the current 22%) but also making its perceived (and perhaps actual) quality equal to that of the TK – which better infrastructure, more materials and equipment, and more highly qualified and better paid teachers. This option is based on the assumption that the location, cost, and often more non-formal, play-based approach of the KB still make it an attractive and useful option to the TK – and will likely the only option for the foreseeable future for those villages which now have no PAUD service at all. In addition, this option is likely more necessary for region regions (daerah 3T) which cannot yet open TK³⁰.

The challenge, again, is a financial one – with more funding (although less than Option 1) required from more sources. The major stumbling block to this option – in both financial and professional terms -- is the current inability of PAUD teachers, even with an S1, to gain certification and the professional incentive that goes with it (if, in fact, funds for this additional incentive can be found). Without this opportunity, many young and motivated PAUD teachers may leave the profession (as some are now already doing) to look for “real work”.

The benefits of this option include the further promotion of the “non-formal” PAUD approach which remains a popular one that perhaps better fits many children who are less likely to flourish in a more formal TK. In addition, even with the improvements in quality discussed above, the KB will likely remain less expensive – and perhaps more accessible as well – than the TK.

7.1.3. Option 3: Maintain the Current Mix of KB and TK

The third option is to maintain the current mix of KB and TK more or less aligned with the existing percentages to enrolment – 78% in TK and 22% in KB. This would entail less of a clear policy of the Ministry, which Options 1 and 2 imply, and instead leaves any future changes to the mix “up to the market”. In this option, both types of PAUD would be increased in number and enhanced in quality, with a special focus on the establishment of KB in villages with no PAUD service. The financial

³⁰ Many villages which don't yet have any PAUD are in these regions.

implications in this case would be less onerous than the first but more than the second since it would try to expand and improve both services at about the same pace; local governments could continue to support one or the other service as demand requires, and parents could continue, based on the local context, to choose between the two. The benefit is less need for central government action in terms of new policies and priorities, and the risk is the possibility that while some local governments may champion PAUD (depending, often, on political campaign promises), other may choose to ignore it.

Table 12 Financial implications of the options to achieve universal PAUD

| Consequences of Roadmap Costs | | 2017 | | | 2018 | | |
|-------------------------------|--|------------------|----------------|------------------|----------------|----------------|----------------|
| | | Option 1 | Option 2 | Option 3 | Option 1 | Option 2 | Option 3 |
| For Children Aged 6 Years: | | | | | | | |
| | Additional New TK | 4,053 | 3,242 | 3,806 | 2,702 | 2,162 | 2,538 |
| | Additional New KB | 811 | 1,621 | 1,057 | 540 | 1,081 | 705 |
| | Total Additional New TK & KB | 4,864 | 4,864 | 4,864 | 3,242 | 3,242 | 3,242 |
| | | | | | | | |
| | Additional New TK Teachers | 8,106 | 6,485 | 7,613 | 5,404 | 4,323 | 5,075 |
| | Additional New KB Teachers | 1,621 | 3,242 | 2,115 | 1,081 | 2,162 | 1,410 |
| | Total Additional New TK & KB Teachers | 9,727 | 9,727 | 9,727 | 6,485 | 6,485 | 6,485 |
| | | | | | | | |
| | Costs for Building New TK (IDR millions) | 810,600 | 648,480 | 761,259 | 540,400 | 432,320 | 507,506 |
| | Costs for Building New KB (IDR millions) | 56,742 | 113,484 | 74,011 | 37,828 | 75,656 | 49,341 |
| | Costs for Building New TK & KB (IDR millions) * | 867,342 | 761,964 | 835,270 | 578,228 | 507,976 | 556,847 |
| | | | | | | | |
| | Additional Non-Salary Operational Costs (IDR millions) ** | 140,072 | 140,072 | 140,072 | 93,381 | 93,381 | 93,381 |
| | Additional Salary Operational Costs (IDR millions) *** | 38,321 | 38,321 | 38,321 | 21,533 | 21,533 | 21,533 |
| | Additional Personal Costs (IDR millions) **** | 12,774 | 12,774 | 12,774 | 7,178 | 7,178 | 7,178 |
| | Additional costs of PAUD teacher training (IDR millions) ***** | 14,591 | 14,591 | 14,591 | 9,727 | 9,727 | 9,727 |
| | | | | | | | |
| | TOTAL ADDITIONAL DEVELOPMENT & OPERATIONAL COSTS BY GOVERNMENT (IDR millions) | 1,060,325 | 954,947 | 1,028,254 | 702,869 | 632,617 | 681,488 |
| | TOTAL ADDITIONAL PERSONAL COSTS BY PARENTS (IDR millions) | 12,774 | 12,774 | 12,774 | 7,178 | 7,178 | 7,178 |
| | | | | | | | |

| For Children Aged 5-6 Years: | | | | | | | |
|------------------------------|---|------------------|----------------|------------------|----------------|----------------|----------------|
| | Additional New TK | 4,053 | 3,242 | 3,806 | 3,242 | 2,594 | 3,045 |
| | Additional New KB | 811 | 1,621 | 1,057 | 648 | 1,297 | 846 |
| | Total Additional New TK & KB | 4,864 | 4,864 | 4,864 | 3,891 | 3,891 | 3,891 |
| | Additional New TK Teachers | 8,106 | 6,485 | 7,613 | 6,485 | 5,188 | 6,090 |
| | Additional New KB Teachers | 1,621 | 3,242 | 2,115 | 1,297 | 2,594 | 1,692 |
| | Total Additional New TK & KB Teachers | 9,727 | 9,727 | 9,727 | 7,782 | 7,782 | 7,782 |
| | Costs for Building New TK (IDR millions) | 810,600 | 648,480 | 761,259 | 648,480 | 518,784 | 609,007 |
| | Costs for Building New KB (IDR millions) | 56,742 | 113,484 | 74,011 | 45,394 | 90,787 | 59,209 |
| | Costs for Building New TK & KB (IDR millions) | 867,342 | 761,964 | 835,270 | 693,874 | 609,571 | 668,216 |
| | Additional Salary Operational Costs (IDR millions) | 140,072 | 140,072 | 140,072 | 112,057 | 112,057 | 112,057 |
| | Additional Non-Salary Operational Costs (IDR millions) | 42,411 | 42,411 | 42,411 | 35,163 | 35,163 | 35,163 |
| | Additional Personal Expenses (IDR millions) | 14,137 | 14,137 | 14,137 | 11,721 | 11,721 | 11,721 |
| | Additional Training Expenses for PAUD Teachers (IDR millions) | 14,591 | 14,591 | 14,591 | 11,673 | 11,673 | 11,673 |
| | TOTAL ADDITIONAL DEVELOPMENT & OPERATING EXPENSES BY GOVERNMENT (IDR millions) | 1,064,416 | 959,038 | 1,032,344 | 852,766 | 768,464 | 827,109 |
| | TOTAL ADDITIONAL PERSONAL EXPENSES BY PARENTS (IDR millions) | 14,137 | 14,137 | 14,137 | 11,721 | 11,721 | 11,721 |

Note: *cost of building and furnishing new TK /KB ** additional teacher salaries ***additional non-salary operational costs (e.g., equipment/materials, toys/games, books) **** additional costs for pupils (e.g., uniforms, shoes, school bags) *****additional costs of teacher training

| CONSEQUENCES OF ROADMAP COSTS | 2019 | | | 2020 | | | 2021 | | |
|-------------------------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| | Option 1 | Option 2 | Option 3 | Option 1 | Option 2 | Option 3 | Option 1 | Option 2 | Option 3 |
| | | | | | | | | | |

| | | | | | | | | | | |
|------------------------------|--|------------------|----------------|------------------|----------------|----------------|----------------|-------|-------|-------|
| For Children Aged 6 Years: | | | | | | | | | | |
| | Additional New TK | 4,053 | 3,242 | 3,806 | 2,702 | 2,162 | 2,538 | | | |
| | Additional New KB | 811 | 1,621 | 1,057 | 540 | 1,081 | 705 | | | |
| | Total Additional New TK & KB | 4,864 | 4,864 | 4,864 | 3,242 | 3,242 | 3,242 | | | |
| | Additional New TK Teachers | 8,106 | 6,485 | 7,613 | 5,404 | 4,323 | 5,075 | | | |
| | Additional New KB Teachers | 1,621 | 3,242 | 2,115 | 1,081 | 2,162 | 1,410 | | | |
| | Total Additional New TK & KB Teachers | 9,727 | 9,727 | 9,727 | 6,485 | 6,485 | 6,485 | | | |
| | Costs for Building New TK (IDR millions) | 810,600 | 648,480 | 761,259 | 540,400 | 432,320 | 507,506 | | | |
| | Costs for Building New KB (IDR millions) | 56,742 | 113,484 | 74,011 | 37,828 | 75,656 | 49,341 | | | |
| | Costs for Building New TK & KB (IDR millions) * | 867,342 | 761,964 | 835,270 | 578,228 | 507,976 | 556,847 | | | |
| | Additional Non-Salary Operational Costs (IDR millions) ** | 140,072 | 140,072 | 140,072 | 93,381 | 93,381 | 93,381 | | | |
| | Additional Salary Operational Costs (IDR millions) *** | 20,475 | 20,475 | 20,475 | 7,967 | 7,967 | 7,967 | | | |
| | Additional Personal Costs (IDR millions) ***** | 6,825 | 6,825 | 6,825 | 2,656 | 2,656 | 2,656 | | | |
| | Additional costs of PAUD teacher training (IDR millions) ***** | 14,591 | 14,591 | 14,591 | 9,727 | 9,727 | 9,727 | | | |
| | TOTAL ADDITIONAL DEVELOPMENT & OPERATIONAL COSTS BY GOVERNMENT (IDR millions) | 1,042,479 | 937,101 | 1,010,408 | 689,303 | 619,051 | 667,922 | | | |
| | TOTAL ADDITIONAL PERSONAL COSTS BY PARENTS (IDR millions) | 6,825 | 6,825 | 6,825 | 2,656 | 2,656 | 2,656 | | | |
| For Children Aged 5-6 Years: | | | | | | | | | | |
| | Additional New TK | 3,242 | 2,594 | 3,045 | 2,918 | 2,335 | 2,741 | 2,588 | 2,588 | 2,588 |
| | Additional New KB | 648 | 1,297 | 846 | 584 | 1,167 | 761 | 719 | 719 | 719 |

| | | | | | | | | | |
|---|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Total Additional New TK & KB | 3,891 | 3,891 | 3,891 | 3,502 | 3,502 | 3,502 | 3,307 | 3,307 | 3,307 |
| | | | | | | | | | |
| Additional New TK Teachers | 6,485 | 5,188 | 6,090 | 5,836 | 4,669 | 5,481 | 5,177 | 5,177 | 5,177 |
| Additional New KB Teachers | 1,297 | 2,594 | 1,692 | 1,167 | 2,335 | 1,523 | 1,438 | 1,438 | 1,438 |
| Total Additional New TK & KB Teachers | 7,782 | 7,782 | 7,782 | 7,004 | 7,004 | 7,004 | 6,614 | 6,614 | 6,614 |
| | | | | | | | | | |
| Costs for Building New TK (IDR millions) | 648,480 | 518,784 | 609,007 | 583,632 | 466,906 | 548,107 | 517,656 | 517,656 | 517,656 |
| Costs for Building New KB (IDR millions) | 45,394 | 90,787 | 59,209 | 40,854 | 81,708 | 53,288 | 50,328 | 50,328 | 50,328 |
| Costs for Building New TK & KB (IDR millions) | 693,874 | 609,571 | 668,216 | 624,486 | 548,614 | 601,395 | 567,984 | 567,984 | 567,984 |
| | | | | | | | | | |
| Additional Salary Operational Costs (IDR millions) | 112,057 | 112,057 | 112,057 | 100,852 | 100,852 | 100,852 | 95,249 | 95,249 | 95,249 |
| Additional Non-Salary Operational Costs (IDR millions) | 32,963 | 32,963 | 32,963 | 28,915 | 28,915 | 28,915 | 28,932 | 28,932 | 28,932 |
| Additional Personal Expenses (IDR millions) | 10,988 | 10,988 | 10,988 | 9,638 | 9,638 | 9,638 | 9,644 | 9,644 | 9,644 |
| Additional Training Expenses for PAUD Teachers (IDR millions) | 11,673 | 11,673 | 11,673 | 10,505 | 10,505 | 10,505 | 9,922 | 9,922 | 9,922 |
| TOTAL ADDITIONAL DEVELOPMENT & OPERATING EXPENSES BY GOVERNMENT (IDR millions) | 850,567 | 766,265 | 824,910 | 764,758 | 688,886 | 741,667 | 702,086 | 702,086 | 702,086 |
| TOTAL ADDITIONAL PERSONAL EXPENSES BY PARENTS (IDR millions) | 10,988 | 10,988 | 10,988 | 9,638 | 9,638 | 9,638 | 9,644 | 9,644 | 9,644 |

7.2. Unresolved issues

Before any action is taken on the above options (and there may well be others which appear), several issues need further resolution. These include the following:

- **The official entry age of 7 is not being adhered to throughout the system.** Perhaps this is inevitable since it is both contrary to much international practice and so often not followed (sometimes using correct exceptions, sometimes not) through early entry at age 6. One way to ensure that more children have what should be a useful pre-school PAUD experience is to insist that children enter primary school only at age 7, therefore forcing more into PAUD programs. Given parental demands and the desire of primary schools to enrol as many children aged 6 as possible (to increase their BOS grant), this will not be possible. Having a clearer policy about who can enter SD, at what age, and under what circumstances, is therefore important.
- **The current prohibition of primary school entrance tests is not everywhere working.** Where not enforced, both TK and KB are pushed more towards functional literacy and numeracy than they are meant to (or parents resort to Bimbel even for pre-school children to achieve the same result). It appeared from the visits that one reason for this pressure was the fact that the Grade 1 curriculum was not aligned to that of PAUD and that children early in Grade 1 were expected to have skill levels in literacy and numeracy that the PAUD services are not meant to provide. This led to SD teachers “blaming” PAUD teachers for not doing the work they should be doing. Having stronger socialisation among parents as well as educators and local policy makers about the nature of the PAUD curriculum and about the risks of forced literacy and numeracy – and ensuring harmonisation between the PAUD and SD curricula (e.g., the last week of TK in content and pedagogy should be almost identical to the first week of Grade 1) – are therefore important.
- **The nature and utility of the SPS remain very opaque.** Services labelled SPS enrol about 1/3 of all PAUD children, but there seems to be very little information what they are, to whom they cater, what purposes they serve, and what impact they have. Having greater clarity in regard to the SPS category of PAUD therefore is essential in regard to moving forward to expanded and improved PAUD programming.
- **The contribution of the MoEC to the wellbeing of children 0-2 (the first 1000 days) remains unclear,** despite the rhetoric about the importance of this age range in essential aspects not only of health and nutrition but also of brain development (cognitive, linguistic, and socio-emotional). But not only did some education personnel in the field feel little responsibility for children of that age range, but also what is meant to be MoEC support to this age range appears very limited. This includes, for example, a few hours of PAUD cadre input with children waiting in line to be weighted once a month at a Posyandu or very limited (if any) input about the importance of cognitive and linguistic stimulation during any of the occasional and unsystematic parenting education activities carried out PAUD services. (In fact, even the centrally-designed parent education materials contain very little information on these issues, in contrast to those developed through partnership of Plan International and BKKBN). Greatly strengthening the input from MoEC in regard to the wellbeing of children aged 0-2 – directly in PAUD and TPA and indirectly through education programs – is essential.

8. Appendix A: Study Terms of Reference

TA-7554 INO: Analytical and Capacity Development Partnership - ACDP 33: Developing Strategy for Quality Pre-Primary Education for All and Parenting Education for ECCE (43273-012)
Contract No. 131101-S52932

APPENDIX A

Terms of Reference

| | |
|----------------------------------|--|
| Topic: | Developing Strategy for Quality Pre-Primary Education for All and Parenting Education for ECCE (ACDP – 033) |
| Source of Support: | Education Sector Analytical and Capacity Development Partnership (ACDP) |
| Method of Selection: | IDC – QCBS |
| Duration of Assignment: | 4 Months |
| Lead Agencies: | Directorate of Early Childhood Care and Education (ECCE), Ministry of Education & Culture |
| Contracting Organization: | Asian Development Bank |

I. Development Objectives

1. The development objective of this study is to contribute towards the achievement of Indonesia's goal of universal provision of quality early childhood care and education (ECCE) by 2030 through support to evidence-based policy and strategy development for equitable, sustainable and high quality pre-primary education and care, and associated parenting education.

II. Strategic Background

2. The Government of Indonesia (GoI) has as a goal for 2030 the universal provision of quality early childhood care and education (ECCE). This goal reflects the Government's belief that a child's participation in high quality ECCE will better ensure that s/he achieves the necessary health and nutrition status and develops the necessary social-emotional, cultural and learning skills to be ready to successfully engage in primary education. Part of the Ministry of Education and Culture's (MoEC) strategy, and an immediate objective, is to ensure one year of 'Pre-Primary Education for All'. As MoEC continues to promote a national agenda that includes every community having access to a quality ECCE centre, MoEC is committed to Indonesia having an effective, affordable, sustainable and equitable ECCE system with all ECCE centres adhering to nationally set service standards.
3. **Coverage and Participation:** ECCE is expanding rapidly in Indonesia: the participation rate among four to six year olds increased from 20% in the early 2000s (UNESCO, 2005) to about 70% in 2015. Currently, there are more than 190,000 ECCE centres in Indonesia (of which the vast majority are private) – a number that is expected to rise as demand continues to increase and as local financing becomes available through the grant arrangements that accompany the new Village Law. While a rationalization of ECCE provision may be worthwhile in areas with an oversupply (based on MoEC suggested teacher/student ratios), evidence suggests that perhaps as many as 20,000 communities do not have an ECCE centre

of any description and that demand is increasing in almost all sections of the population. Lack of access is a particular challenge for disadvantaged groups including those with disabilities, living in remote areas and in extreme poverty, and members of ethnic/linguistic minorities.

4. Even when considering the growing trend to draft local regulation to support services for young children, these regulations often focus on single-center interventions instead of holistic Integrated Early Childhood Development (HI ECD), which has been recognised to address the holistic needs of children rather than just academic readiness. Moreover, most of the models of HI ECD that are being implemented are generally not well mainstreamed and do not reach the majority of children in a district (ACDP, 2014).
5. **Quality** The rapid expansion of ECCE services, both formal and non-formal, has been accompanied by growing concern about the quality of these services. Generally, the issue of quality is viewed from the perspectives of inputs (physical facilities, teacher quality, and curriculum) as well as in terms of development and learning outcomes for children. Most ECCE centres have only limited space for children to learn and play. Very few are well equipped with stimulating learning materials and educational toys. When assessed against MoEC standards for teachers (i.e. teachers being required to have an undergraduate degree), some 70% of ECCE teachers are under-qualified.
6. From a curriculum perspective, ECCE in Indonesia is frequently looked upon rather narrowly as being preparation for school in the '3Rs' - in Indonesian *baca, tulis, hitung* - and not as a much broader socio-cultural child-centred process that more roundly prepares a child for the school experience. There is, however, ample evidence to suggest that 'internationally-based' curriculum models are being practiced, particularly by ECCE centres in urban areas, and that some ECCE centres are being innovative and creative in developing their own curricula that extend well beyond the '3Rs'. A further concern is the lack of complementarity between the curriculum, pedagogy, and teacher training of ECCD programs and those of the early grades of primary school. These should be continuous and seamless, but the transition from ECCE to primary school is often a difficult one.
7. An important issue is the conditions of work of ECCE teachers/caregivers and their status in comparison to early grade teachers in the formal sector in addition to the range of ECCE curricula found in different centres (play-based, academic; Indonesian, English, mother tongue) and how they link to the curriculum of the early grades of primary school.
8. Research has shown the importance of establishing an effective quality assurance system with technical guidelines at all levels of government, and Indonesia has taken the initial steps for developing such system. Effective implementation becomes critical at this stage, and given that there are a large number of formal and non-formal ECCE institutions, it is important that both types of ECCE providers are subject to the quality assurance system. Non-formal ECCE institutions have different characteristics than formal ECCE institutions, although they are expected to meet the same standards as formal ECCE providers (ACDP, 2015). The demand for these centres to serve disadvantaged groups including children with disabilities, necessitates effective training in working with children with special needs.

9. MoEC Initiatives: MoEC's Directorate of ECCE is supporting a number of initiatives to respond to the challenge of improving service quality. These include the awarding of grants to support the improvement of sub-district ECCE working groups (*gugus PAUD*), the provision of appropriate educational toys and learning materials, facility rehabilitation, and ECCE supervisor capacity development. In order to provide toys for use in the ECCE centers (for stimulation, role play, etc.), the Directorate is also proposing to establish toy banks/libraries possibly to be located in the Sub-District Work Force Center (PKG) ECD.
10. The Directorate of Teachers and Educational Personnel (TEP) provides a series of multilevel training of trainers and teachers. In some cases, local governments provide ECCE teachers with financial support to facilitate their professional development. However, distributing the critical components of a quality assurance system among multiple divisions can lead to additional fragmentation and can be problematic for formal and non-formal ECCE if not well co-ordinated (ACDP, 2015). In addition, given the large numbers of low-standard centres and under-qualified teachers, these initiatives only reach a small fraction of ECCE providers and in some cases exclude private providers altogether. The Directorate of PAUD is also proposing to train ECCE teachers to visit households (besides encouraging parents to visit the centres) to encourage child attendance and to promote good parenting practices. This practice will also have implications for being incorporated into the 24 hours of the ECCE teacher's full working time.
11. In addition, based on the competency standards given in Ministerial Decree 137 of 2013, a practical and simple record system has been proposed to enable ECCE teachers to record and monitor individual children's progress according to development indicators. This is essential not only for monitoring individual achievement in the ECCE centre itself but also for referral of children's development progress and early detection of development problems for remedial teaching or referral to specialists as children transfer to the early grades of primary school. Such a record system could be conducted manually by teachers and transferred to an online system at the sub-district PKG.
12. To inform the policy priority of Pre-Primary Education for All, the Directorate of Early Childhood Education has recently identified five districts/cities in which it will start a process of developing and introducing the policy. These are: Kota Bandung (West Java), DI Yogyakarta (Central Java), Kab. Trenggalek (East Java), Kab. Banyuwangi (East Java), and Kota Jambi (Sumatra).
13. Existing government standards are difficult, or perhaps impossible to meet: government requires that teachers hold, at a minimum, a four-year diploma or bachelors degree (MOEC, 2014; MONE, 2007; GOI, 2013) – however the majority of ECCE teachers are high-school graduates. Due to recent findings that the quality of provision and care does not correlate to the formal academic achievement of caregivers and tutors, innovative ways of training dedicated caregivers who do not have a formal education could be further explored (ACDP, 2014). National ECCE Standards stipulate that at a minimum an ECCE centre should occupy 300m² or 3m² per child (MOEC, 2014, Article 32) - the majority of existing centres are community-based facilities that operate in much smaller spaces. Government is also concerned that the vast majority of ECCE teachers are female and that pre-primary boys are not getting a male role model at a critical age.

14. **Financing:** Adequate and reliable financing is central to the achievement of sustainably high quality ECCE (see, for example, Hutsman, 2008; Layzer and Goodson, 2006). Although the largest proportion of financial support for ECCE is from district (*kabupaten/kota*) governments (World Bank 2015), evidence suggests that very few districts allocate an adequate portion of their annual education allocation to ECCE (World Bank 2006). Further, public investment, although having clearly contributed to the expansion of ECCE, may not be well targeted to improve equity (ACDP 2014). Other than government grants and ECCE fees, few options for sustainable ECCE financing have been explored in Indonesia (vouchers, for example). Although they demonstrate quick improvements in participation rates, the achievements of institutionally driven approaches may not be sustainable as they are dependent on short term financing (ACDP, 2014). Although there is some evidence that Corporate Social Responsibility funds (CSR), private charity, and *zakat* can significantly contribute to ECCE development, little research has been done to explore the potential of such alternative funding mechanisms.
15. **Governance and Oversight:** Although service delivery support and oversight are almost entirely 'local' (which can also have its own problems of inter-agency collaboration), ECCE is guided/influenced by at least six line ministries/government organisations: the Ministry of Education and Culture (MOEC), the Ministry of Religious Affairs (MORA), the Ministry of Health (MOH), the Ministry of Home Affairs (MOHA), the Ministry of Women's Empowerment and Child Protection (MOWECP), and the National Agency of Population and Family Planning (NAPFP). This has created a complex and often inefficient and confusing operating environment, in which, for example, regulations and standards often overlap or contradict one another. From a systemic perspective it is currently difficult to assess the extent to which the interests and concerns of multiple agencies are beneficial and where the level of multi agency involvement frustrates improvements in ECCE service delivery. HI-ECD services, which deliver a mix of health and education services, face additional and significant administrative and institutional challenges to working across sectors, especially across sectors directly with communities (ACDP, 2014).
16. **Parenting Education:** Parenting is a functional term for the processes involved in supporting and promoting the development and socialization of the child (Richter and Naicer, 2013). The United Nations (UN) Convention on the Rights of the Child (CRC) clearly states that parents, legal or customary guardians have the primary responsibility for a child's upbringing and development. Better parenting knowledge and abilities are shown to positively correlate with childrens' development and learning outcomes (World Bank, 2015). The state also plays a role in ensuring children get adequate care from parents and guardians. UN CRC article 181 states that governments must assist parents and legal guardians in the "performance of their child rearing responsibilities".
17. Parenting education is a set of activities aimed at improving how parents approach and execute their role as parents and increasing parents' child-rearing resources (including information, knowledge, skills and social support) and competencies. Parenting education becomes especially important in areas where ECCE public investment is still low. While parenting education can be given in up to 15-20 different models, programmes are most effective when they have the right content, delivery and design and when they take into

account the local context while also following certain universal principles (UNICEF, 2015 and World Bank, 2016). Currently, seven agencies administer parenting education in Indonesia, including government ministries and NGOs. UNESCO's Community Learning Centres (CLC) Parenting Education Programme, developed in 2011, provides resources such as the *Parenting Education Guidebook* and the *Facilitators' Handbook for Parenting Education*, which can be useful references in developing the key messages of any programme (UNESCO, 2010).

III. Purpose

18. The purpose of this study is to contribute towards the development of evidence-based policy and strategy for the provision of affordable, sustainable, well-coordinated, high quality, and equitable Early Childhood Care and Education (ECCE) services, particularly for marginalized populations. The study will use a critical selection of findings and recommendations from the many recent analytical studies and reports as well as from its own field surveys and case studies, to support the following two key MoEC initiatives:
- i). The development of a **Road Map** for a one year "Quality Pre-Primary Education for All" program throughout Indonesia, as proposed by the Directorate of ECCE; and
 - ii). The development of a supporting program of "Quality **Parenting Education**" for parents and caregivers of children of 0 to 6 years of age that can provide communities with the necessary knowledge, attitudes and skills to support children's growth, protection, and development as well as to increase demand for "Pre-Primary Education for All".

IV. Scope of Work

19. The study will focus on the following areas:
- i). A Critical Review of Research Literature: a review of previous studies and analytical work on Indonesia's ECCE subsector, and parenting programs at ECCE level, and drawing on international good practice, to provide MoEC with a well-articulated critical appraisal of the key factors influencing ECCE quality and service provision. The review will identify information gaps for targetting during the field work (see below). The Literature Review will also include the ongoing work already being conducted in the Directorate of ECCE on a Regulatory Framework in preparation for a Road Map covering programmes relating to (i) the first 1000 days of a child's life (i.e 0-3); (ii) pre-school programmes targeting children of 3-6 years of age; and (iii) a Pre-Primary free and compulsory program ("Pre-Primary for All").
 - ii). Case Studies: Three case studies will be developed in field locations to be agreed with the Directorate for ECCE including at least two of the districts/cities outlined in paragraph 12. The case studies will enquire into all aspects of ECCE services, and parenting education programs that might exist. The case studies are expected to include interviews and/or focus-group discussions with stakeholder groups at the province, district, sub-district and ECCE centre levels. Visits will also include classroom observations and a limited household survey (to assess parental expectations). Video-analysis may be employed if considered appropriate. Stakeholders will include local

government officials, ECCE centre managers and teachers and support staff, parents, NGOs and financial backers of ECCE centres. The study team will be required to develop tools to guide observations and FGDs. The case studies will provide MoEC with an overview of performance constraints as well as any innovations being introduced in the subsector, especially in respect to (i) how ECCE centres set, maintain and communicate their standards, (ii) how children's progress is assessed within their pre-school environments, (iii) how professional development opportunities are provided to ECCE teachers, and (iv) how parents, and other local stakeholders, are involved in supporting ECCE, including through any specific parenting education initiatives.

iii). ECCE Policy Options and Road Map for a Phased approach to a one-year Pre-Primary Education for All Program. This will draw on the Review of Research Literature and Case Studies (outlined above) to provide high-level policy makers with evidence-based, well-qualified policy options within a discussion of the most critical issues for policy, practice and financing reforms adequate to facilitate the provision of sustainable, well-coordinated, high quality, equitable ECCE services across Indonesia, including parenting education programs at this level. This will include a phased approach to developing the national one-year Pre-Primary Education for All program, beginning with the five districts outlined above, and providing a model for ECCE service provision that can be replicated elsewhere. An estimated costing of both the proposed national program and its first phase will be presented in an annex to the main document.

iv). Draft Policy Briefs: The consultancy team will develop three draft policy briefs relating to: (i) innovative practice in ECCE in Indonesia; (ii) Parenting Education targeting the 0-6 age group of children; and (iii) a Phased Approach to a National Program targeting 'Pre-Primary Education for All'.

20. The development of the analytical work, policy discussions and subsequent policy options should reflect the following considerations:

- i. The need for regulatory and policy support for the government's priority objective of a compulsory year of pre-primary education.
- ii. The goal of an affordable, sustainable and quality ECCE system for all four to six year olds, including the eventual presence of at least one ECCE centre in every community by 2030.
- iii. Whether MoEC intends to further develop the formal pre-primary class – kindergarten -- as opposed to PAUD centres.
- iv. The need to develop an effective program of parenting education targeting parents/caregivers of children in the first 1000-days (0-3) and 3-6 years of age.
- v. Recognition of the need for ECCE policy to be inclusive of the needs for all children, 0 to 6 years old.
- vi. Recognition of the role and interests of multiple providers and multiple GoI agencies.
- vii. The need to establish recognised and publically supported partnerships for ECCE delivery.
- viii. The need to promote a program to "attract and retain" all children in ECCE services by 2030.

- ix. Optimising the *Bunda PAUD* concept and the opportunities it presents for developing ECCE champions.
 - x. Optimising the role played by the eight Technical Implementation Units, the *Unit Pelaksanaan Teknis* (UPT), under the DG ECCE and Community Education, in supporting ECCE delivery.
 - xi. Optimising appropriate technologies to support pre-primary instruction and oversight.
 - xii. The need to ensure that *achievable* outcome-based ECCE minimum service standards are set and met by all ECCE centres and that centres are supported in meeting ECCE MSS, including a clear definition of what an appropriate school readiness profile looks like.
 - xiii. Optimising district/sub-district engagement in Pre-Primary Education for All and securing financial support at appropriate government levels.
 - xiv. The need to attract and retain male teachers in ECCE.
 - xv. The need for a definition of appropriate pre-primary teacher pre-service qualification and training.
 - xvi. Recognition of the challenges facing MoEC and the tertiary education system in pre-training ECCE/pre-primary teachers in line with ECCE MSS and to adequately support a national continuous professional development program for ECCE/pre-primary teachers.
 - xvii. How pre- and in-service professional development opportunities are provided to ECCE teachers, how their status can be enhanced, and how their working conditions can be improved.
 - xviii. Explore opportunities to introduce/strengthen the existing *Pusat Kegiatan Guru* (PKG) at the sub-district level.
 - xix. How to promote a seamless, continuous pedagogy and curriculum between the ECCE centres and kindergartens and the early years of primary school.
21. In addition, a list of key issues and guiding research questions has been developed and is provided in Annex A.

V. Deliverable Outputs

22. The deliverable outputs are as follows:

- i. ***Inception Report***, 10-15 pages excluding annexes, to be presented and discussed in a stakeholder inception workshop, including methodology and work plan. To be finalised within one month of start-up;
- ii. ***Critical Review of Research Literature*** as outlined in paragraph 19 i), to be finalized within two months of start-up;
- iii. ***Three Case Studies*** as outlined in paragraph 19 ii), to be finalized within three months of start-up;

- iv. ***ECCE Policy Options and Road Map for a Phased Approach to a one-year Pre-Primary Education for All Program*** as outlined in paragraph 19 iii), to be finalized within four months of start-up;
 - v. ***Three Draft Policy Briefs*** as outlined in paragraph 19 iv), to be finalized within four months of start-up;
23. The consultancy team will present their analysis and policy options in a high level multi-stakeholder forum, including senior Government officials, donors and other stakeholders, to be held around five months after start-up. The presentation will mainly focus on the key product of the study, the *ECCE Policy Options and Road Map for a Phased approach to a one-year Pre-Primary Education for All Program*. Discussion and feedback will provide the consultancy team with guidance to assist them in completing the final outputs.

VI. Management and Reporting Arrangements

24. The study will be guided by and will work in close cooperation with the Directorate for Early Childhood Care and Education, MoEC. Consultations will also be undertaken with the Directorate for Human Resources, Bappenas; the Directorate General for Basic & Secondary Education, MoEC; other relevant MoEC directorates; the Directorate General for Islamic Education, Ministry of Religious Affairs; and relevant Government ministries and departments responsible for holistic integrated ECD services (e.g. the Ministry of Health).
25. In addition it will be important to specifically coordinate with the Ministry of Rural Development of Disadvantaged Regions and Transmigration and the National Family Planning Board (*BKKBN*) as each is responsible for ongoing programs and services that provide and relate to ECCE. For example, the Ministry of Rural Development of Disadvantaged Regions and Transmigration is working with the World Bank to implement a program aiming to train 15,000 PAUD teachers and is also responsible for the Village Fund (*Dana Desa*), which is an important factor in the sustainable provision of PAUD, and the National Family Planning Board caters to mothers' education and the education and development of children aged 0-5.
26. The Directorate for Early Childhood Care and Education, MoEC, will identify focal persons and establish a small counterpart technical team, with designated staff, to assist and guide the consultancy team. The focal persons will help liaise with government officials and staff and will identify contacts in other agencies and ministries. The counterpart team will be responsible for providing relevant information, facilitating meetings, advising on planning of workshops and field visits, and will provide overall technical guidance. The ACDP secretariat will advise on this process.
27. In addition to extensive consultations with relevant central ministries and agencies, consultations will be undertaken with relevant local Government officials and other stakeholders in the case study districts, and with relevant development partners and sector stakeholders.

28. All reports should be submitted to the ACDP Secretariat in soft copy and 10 hard copies, in both Bahasa Indonesia and English. All final reports will be widely distributed to stakeholder as required following approval by the Directorate for Early Childhood Care and Education, MoEC, and ACDP.

VII. Consultant Requirements

29. The assignment will be undertaken by a consultancy team that should include the following key experts:

30. *Team Leader, Early Childhood Care and Education Specialist (International/Team Leader):*

- Ph.D. degree in a relevant field;
- At least 10 years experience in leading teams in education development programs including analytical work/research;
- Excellent team leadership and interpersonal skills;
- Substantial experience, at least 15 years, in the areas of early childhood care and education, school readiness, early grade education, parenting education, including international good practice and innovation;
- Knowledge and experience of child health and nutrition, and child protection, is desirable;
- Knowledge and experience of the Indonesian system in the above areas is desirable;
- Excellent analytical and report writing skills; and
- Fluent in English language, Bahasa Indonesian skills are an advantage.

31. *Early Childhood Care and Education Policy Specialist (National):*

- Post-graduate degree in a relevant field;
- Substantial knowledge and experience, at least 15 years, in the Indonesian education system including significant policy experience in the areas of early childhood care and education, school readiness, early grade education, parenting education;
- Ability to work effectively with senior Indonesian Government officials;
- Excellent analytical and report writing skills; and
- Fluent in Bahasa Indonesian, good English language skills are an advantage.

32. *Early Childhood Care and Education Practice Specialist (National):*

- Post-graduate degree in a relevant field;
- Substantial practical experience, at least 10 years, of working in early childhood care and education in Indonesia, including at district and ECCE centre level on issues such as ECCE centre management, pedagogy, quality assurance, education assessment, teacher development, health and nutrition;
- Excellent analytical and report writing skills; and
- Fluent in Bahasa Indonesian, good English language skills are an advantage.

33. *Parenting Education Specialist (National):*

- Post-graduate degree in a relevant field;
- Substantial experience, at least 10 years, of working in early childhood care and education in Indonesia, with an emphasis on parental and community engagement;

- Excellent analytical and report writing skills; and
- Fluent in Bahasa Indonesian, good English language skills are an advantage.

34. *Costs and Financing Specialist (National):*

- Post-graduate degree in a relevant field;
- Substantial experience, at least 10 years, in cost and financing analysis and planning in Indonesia, preferably with some education sector experience;
- Excellent analytical skills including use of cost simulation methods; and
- Fluent in Bahasa Indonesian, good English language skills are an advantage.

35. In addition to the five key experts, the proposing firms may include other experts that are considered essential to achieve the best outputs and results from the study. The proposing firms needs to determine and indicate the number of person-months for which each key or non-key experts will be required, which should be reflected in the financial proposal.

36. All experts engaged under the contract, whether key or non-key experts, must be citizens of one of the ADB member countries.

References

- ACDP. (2014). Early Childhood Development Strategy Study in Indonesia.
- ACDP. (2015). Final Report on the Development of Quality Assurance for Early Childhood Education.
- Belfield, C. R., Nores, M., Barnett, S., & Schweinhart, L. (2006). The High/Scope Perry Preschool Program: Cost-benefit analysis using data from the age-40 followup. *The Journal of Human Resources, 41*(1), 162-190. doi: 10.2307/40057261
- Denboba, A., Hasan, A., & Wodon, Q. (Eds.). (2015). *Early childhood education and development in Indonesia: An assessment of policies using SABER*. Jakarta: World Bank.
- De Laat, Joost. (2015). Measuring Early Childhood Outcomes. World Bank.
- Government of the Republic of Indonesia. (2014). *Law No. 23 of 2014 on Local government*. Jakarta: State Secretariat of the Republic of Indonesia.
- Heckman, J. J., Moon, S. H., Pinto, R., Savelyev, P. A., & Yavitz, A. (2010). The rate of return to the HighScope Perry Preschool Program. *Journal of Public Economics, 94*(1), 114-128.
- Huntsman, L. (2008). Determinants of quality in child care: A review of the research evidence. Ashfield, New South Wales, Australia: Centre for Parenting and Research, Service System Development Division, New South Wales Department of Community Services.
- Layzer, J. I., & Goodson, B. D. (2006). The 'quality' of early care and education settings: Definitional and measurement issues. *Evaluation Review, 30*(5), 556-576.
- Ministry of Education and Culture. (2014). *The Minister of Education and Culture of the Republic of Indonesia No. 137 of 2014 on the national standard of early childhood education*. Jakarta, Indonesia: Ministry of Education and Culture of the Republic of Indonesia.
- Ministry of National Education. (2007). *Minister of National Education of the Republic of Indonesia Regulation No. 16/2007 on the Standard of Teacher Academic Qualification and Competencies*. Jakarta: Secretariat General of the Ministry of National Education.
- Schweinhart, L. J. (2003). *Benefits costs and explanation of the High/Scope Perry Preschool Program*. Paper presented at the Meeting of the Society for Research in Child Development, Tampa, Florida.
- Schweinhart, L. J., & Weikart, D. P. (1981). Effects of the Perry Preschool Program on youths through age 15. *Journal of Early Intervention, 4*(1), 29-39.
- The Government of The Republic of Indonesia. (2005). *The law No. 14 of 2005 on teacher and lecturer*. Jakarta, Indonesia: The State Secretariat of the Republic of Indonesia.
- The Government of the Republic of Indonesia. (2013). *Government regulation No. 32 of 2013 on the amendment of the Government Regulation No. 19 of 2005 on national standard of education* Jakarta, Indonesia: The Cabinet Secretariat of the Republic of Indonesia Retrieved from sipuu.setkab.go.id/PUUdoc/173768/PP0322013.pdf.
- Tomlinson, Heather Biggar and Syifa Andina. (2016). Parenting Education in Indonesia: Review and Recommendations. World Bank Education Team. ACDP, Jakarta.
- UNESCO. (2005). Policy review report: Early childhood care and education in Indonesia. Paris, France: The Section for Early Childhood and Inclusive Education, Division of Basic Education, UNESCO Education Sector.
- UNICEF. (2015). Family and Parenting Support: Policy and Provision in a Global Context.
- World Bank. (2006). Early childhood education and development in Indonesia: An investment for a better life. Jakarta, Indonesia: The World Bank, Royal Embassy of Netherlands Jakarta, Departemen Pendidikan Nasional Republik Indonesia.
- World Bank (2015). Early Childhood Education in Indonesia: An Assesment of Policies using SABER. The World Bank, 2015.
- Yulaelawati, E. (2016). *Current Situation of Early Childhood Care and Education in Indonesia. Presentation at EECE stakeholders meeting with DFAT consultancy team*. . Jakarta: Directorate of Early Childhood Education

9. Appendix B: Supplemental materials

Additional tables for calculating future PAUD enrolments and needs for PAUD services and teachers (2016-2022)

Table 13 Estimate of Number of Children Aged 5-6 Years in PAUD and/or SD (2016-2022)

| INDICATOR | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|------------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|------|
| Children aged 6 Years in PAUD/SD | 4,626,841 | 4,690,709 | 4,726,597 | 4,760,722 | 4,774,000 | * | |
| Children aged 6 Years in PAUD | 2,432,978 | 2,496,845 | 2,532,734 | 2,566,859 | 2,580,137 | * | |
| Children aged 5-6 Years in PAUD/SD | 9,179,259 | 9,249,945 | 9,308,550 | 9,363,489 | 9,411,680 | 9,459,899 | * |
| Children aged 5-6 Years in PAUD | 6,741,633 | 6,812,319 | 6,870,924 | 6,925,863 | 6,974,054 | 7,022,273 | * |

* Number starts declining due to population decline

Table 14 Estimate of Number of Children Aged 5-6 Years Not in PAUD or SD (2016-2022)

| INDICATOR | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|--|--------|--------|--------|--------|--------|-------|------|
| Children aged 6 Years NOT IN PAUD/SD | 14,216 | 13,929 | 8,659 | 3,553 | 0 | 0 | 0 |
| Children aged 5-6 Years NOT IN PAUD/SD | 42,274 | 39,705 | 30,345 | 20,951 | 11,532 | 2,110 | 0 |

Table 15 Estimate of Additional Number of Children aged 5-6 Years in PAUD (2017-2022)*

| INDICATOR | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|---|--------|--------|--------|--------|--------|------|
| Additional Children aged 6 Years in PAUD* | 63,868 | 35,888 | 34,125 | 13,278 | ** | |
| Additional Children aged 5-6 in PAUD* | 70,686 | 58,604 | 54,939 | 48,192 | 48,219 | ** |

* Assumption: All pre-primary children considered enrolled in PAUD SD, none goes straight to SD

**Number starts declining

Table 16 Estimate of Number of Additional PAUD units, Teachers and Capacity for Children 5-6 Years (2017-2022)*

| INDICATOR | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|---|--------|--------|--------|--------|--------|------|
| Additional PAUD Unit for Children 6 Years** | 4,864 | 3,242 | 4,864 | 3,242 | 0 | 0 |
| Additional PAUD Unit for Children 5-6 Years ** | 4,864 | 3,891 | 3,891 | 3,502 | 3,307 | 0 |
| Additional PAUD Teachers for Children 6 Years *** | 9,727 | 6,485 | 9,727 | 6,485 | 0 | 0 |
| Additional PAUD Teachers for Children 5-6 Years *** | 9,727 | 7,782 | 7,782 | 7,004 | 6,614 | 0 |
| Additional PAUD Capacity for Children 6 Years | 72,954 | 48,636 | 72,954 | 48,636 | 0 | 0 |
| Additional PAUD Capacity for Children 5-6 Years | 72,954 | 58,363 | 58,363 | 52,527 | 49,609 | 0 |

*Calculation based on number of villages without PAUD as of 2016, i.e. 16,212 villages

**Assumption: 1 PAUD for 15 children

*** Assumption: 2 teachers for each PAUD